
Chapter 2 Effective Approaches for Poverty Reduction

2-1 Goals of Poverty Reduction

Poverty reduction is a common goal of the world that requires a comprehensive approach.

Poverty reduction is a primary objective of the world that has been advocated in the Millennium Development Goals. The term “**poverty reduction**” means **not simply increasing income levels but rather creating conditions in which all humans lead healthy and creative lives with sufficient food, shelter, clothing, and they, being guaranteed freedom, dignity, self-esteem, and free from unfair treatment by the government and the community, get to participate in the society.** As discussed in Chapter 1, it has been internationally agreed that **poverty is a multidimensional issue and poverty reduction requires a comprehensive approach to improve the political, socio-cultural, economic, human and protective capabilities of the poor.**

It is also important to consider the fact that a lack of capabilities among the poor is not just the cause of poverty, but disadvantageous to the poor conditions and the structures on which vested interests and discriminations create socially vulnerable people interactively cause and fix the situation. **To reduce poverty, the capabilities of the poor must be strengthened through changing the environments surrounding the poor and by breaking the vicious cycle of poverty.**

Based on this view, four Development Objectives for poverty reduction aimed at improving the five capabilities are established in this report. (As activities to improve political and socio-cultural capabilities have many commonalities, they have been summarized into one Development Objective.)

Four Development Objectives

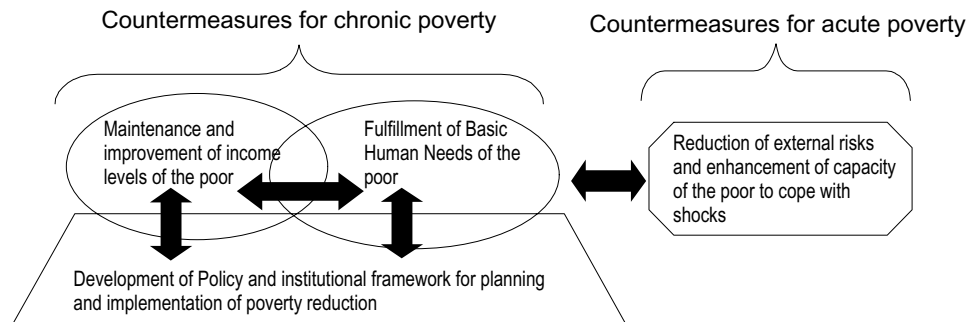
Four Development Objectives for Poverty Reduction

1. Development of policy and institutional framework for planning and implementation of poverty reduction (political capability, socio-cultural capability)
2. Maintenance and improvement of income levels of the poor (economic capability)
3. Fulfillment of the Basic Human Needs of the poor (human capability)
4. Reduction of external threats and enhancement of capacity of the poor to cope with shocks (protective capability)

Since five capabilities do not stand alone but rather mutually affect one another, it is important not to think just about the improvement of one capability

but rather to aim for improving all five capabilities while standing on their correlation.¹⁷ Section 2-2 that discusses four Development Objectives presents the Development Objective Chart respectively for each of them to make it easy to understand appropriate approaches towards each capability.

Figure 2-1 Relationship between Development Objectives



The approaches discussed here are required for poverty reduction in general and are not limited to JICA's assistance.

Establishment of Mid-term Objectives

Mid-term Objective:
Measures at the macro, meso, and micro levels

There are many issues in developing countries. Policies and institutions for poverty reduction are inappropriate or insufficient, or do not function well due to the lack of organizations or human resources. Knowledge and capacities on the part of the poor are in lack, and the systems for capacity development of the poor are insufficient. It is, therefore, important to take measures at each of the levels including the macro level (the formulation and implementation of policies and institutions of central governments), the meso level (operation of systems and development of environments and frameworks at the local - public and private - level) and the micro level (empowerment of the poor), and to link these levels with each other.¹⁸ Mid-term Objectives have been established cognizant of measures at each level.

At the macro level, "Formulation and implementation of policies and institutions" includes the cycle of understanding of actual conditions, formulation of plans and systems and implementation (including monitoring and evaluation). It also includes participation of the poor in the decision-making process.

¹⁷ The five capabilities are interrelated and the vicious cycle of poverty is created when a deprivation in one aspect brings about deprivation in others. The mutual relationship of the five capabilities can take a variety of shapes, for example 1) capabilities can mutually strengthen each other (e.g. improvement of education levels leads to improved income, improved income makes further education possible), and 2) capabilities can conflict with each other (e.g. safety nets to strengthen protective capabilities can increase dependence of the poor and decrease economic capability). Further analysis of the relationship between capabilities is necessary and is a topic for future investigation.

¹⁸ The terms of the "macro," "meso" and "micro" levels should be identified according to the stage of decentralization or other conditions of each country.

At the meso level, objectives are established as the main points of poverty reduction that is, providing services to the poor and strengthening partnerships between actors rather than including activities in all sectors.

At the micro level, “Empowerment of the poor” includes promotion and strengthening of organizations, enhancement of knowledge, technology and awareness and improvement of relationships with other organizations.

In poverty reduction, development of an entire country, area or sector is indispensable. Each Development Objective Chart sets out approaches from the perspective of how to incorporate poverty reduction in development, based on the premise that overall development is pursued (thus the Charts do not present activities for the development of entire sectors).

2-2 Effective Approaches for Poverty Reduction

Development Objective 1
Development of Policy and Institutional Framework for Planning and Implementation of Poverty Reduction

Development Objective 1 Development of Policy and Institutional Framework for Planning and Implementation of Poverty Reduction

Political and socio-cultural capabilities associated with such issues as human rights and social participation are fundamental for all sectors. Development of the institutional framework for improving the political and socio-cultural capabilities of the poor is, therefore, an important key to poverty reduction.

In order to strengthen the framework for poverty reduction, it is important first to formulate and implement comprehensive plans at the national and local levels, based upon the actual conditions of the poor, their needs and the background of the needs (Mid-term Objective 1-1 Formulation and Implementation of Poverty Reduction Plans). It is also necessary to develop practical systems to provide essential social services to the poor (Mid-term Objective 1-2 Development of Systems to Provide Social Services to the Poor). At the same time, the often infringed basic human rights of the poor must be protected through appropriate systems and mechanisms (Mid-term Objective 1-3 Protection of Human Rights). In addition, it is also essential to promote the independence and social participation of the poor (Mid-term Objective 1-4 Promotion of Independence and Community Participation of the Poor).

Mid-term Objective 1-1
Formulation and Implementation of Poverty Reduction Plans

Mid-term Objective 1-1 Formulation and Implementation of Poverty Reduction Plans

* The points of formulation and implementation of plans discussed here are common to the formulation and implementation of plans in other Development Objectives.

Required Approaches:

- Study on actual conditions of poverty
- Formulation of comprehensive plans on poverty reduction based on studies
- Securing of funding
- Strengthening of partnerships between actors
- Improvement of awareness/abilities of government officials
- Monitoring, evaluation and feedback

In developing countries generally, the central governments formulate plans, policies and institutions for poverty reduction, taking control of financial and human resources. There are many cases in which the actual conditions and needs of the poor are not accurately reflected in those measures of the central governments because there is no mechanism or little awareness on the part of government officials towards respecting the needs and wishes of the poor. For instance, in countries where there is a wide gap between the rich and the poor, tax systems often favor the high-income earners and the redistribution system is not in operation or is not established at all. It is also not unusual that political decisions take priority over administration, and it is often difficult to make administrative process consistent with government policy.

It is important, therefore, first to **conduct studies such as participatory poverty assessments to grasp the actual conditions and factors of poverty. Then to establish development objectives based on the results of such studies, while exploring effective measures to achieve those objectives, and to formulate comprehensive poverty reduction plans are necessary.** In formulating these types of plans, it is important to develop human resources who are acquainted with study techniques and are keenly aware of the importance of participation of the poor and can create mechanisms for participation of the poor in planning and implementation processes. It is necessary to hold workshops and to accurately draw out the opinions of the poor. Furthermore, the formulated plans should be disseminated to the public.

In implementing policies and institutions, it is necessary to secure funding, to strengthen partnership between actors, to improve the awareness and capacities of government officials, and to conduct monitoring, evaluation, and feedback. Government officials must have not only abilities but also reformed awareness towards the poor. Only then a relationship of trust will be built between the government and the poor, and their link will function as well.

It is important that poverty reduction plans are comprehensive and carried out through cooperation and partnerships among central governments, local governments, NGOs, communities and other actors.

JICA's Activities

JICA's main operations related to the formulation and implementation of poverty reduction plans include: **assistance for formulation of Poverty Reduction Strategy Papers (PRSP)** (Project Formulation Advisor, Development Study), **Technical Cooperation Projects targeting local governments, Development Studies, Dispatch of Experts, participatory social assessments** through the Dispatch of JOCVs, and assistance for formulating development plans based on study results.

In the past, JICA's assistance towards the formulation of poverty reduction

JICA's Activities:

Following activities have been conducted:

- Assistance for formulation of PRSPs
- Assistance to local governments
- Conducting participatory social assessments

However, assistance in formulating plans and policies focusing on poverty reduction is still not enough and should be increased.

plans at the national level had been limited. However, in recent years, as can be seen in the assistance to the formulation of PRSPs in Tanzania and other countries, JICA has steadily expanded its assistance in the formulation of poverty reduction plans at the national level, based on the trend of international harmonization towards the goal of poverty reduction.

There have also been technical cooperation projects at the regional level, for example, targeting the local governments that are on the front lines of assistance to the poor or the universities serving as advisory bodies for these local governments.

However, there has not been much experience of assistance in terms of formulating comprehensive poverty reduction plans specifically targeted at the poor with the primary goal of poverty reduction. JICA must begin to increase its cooperation in assistance with the formulation of plans or policies that have the explicit goal of poverty reduction. The demand is growing for partnerships with other donors in assistance with the formulation of PRSPs and there is a pressing need to have quick and flexible project operations (including improving schemes) to promote effective partnerships.

**Mid-term
Objective 1-2
Development of
Systems to Provide
Social Services to
the Poor**

Mid-term Objective 1-2 Development of Systems to Provide Social Services to the Poor

* This section addresses points regarding the provision of services that are common to all sectors and specific services such as education and healthcare will be explained in respective sections.

- Required Approaches:
- Decentralization
 - Formulation and implementation of appropriate public service plans by local governments with the participation of the poor
 - Strengthening ownership of the poor
 - Improvement in accountability, prevention of corruption
 - Partnerships with NGOs and private organizations

In developing countries, central governments, having control of budgets, and tend to make all decisions regarding administrative services. However, physical distance between the decision-making process and the field has several disadvantages such as unprofitable investments, the implementation of projects that do not meet actual needs and delays in schedules.

Local governments play a significant role in formulating and carrying out projects appropriate for the needs of the field and in reducing such disadvantages as mentioned above, **since they are in close proximity to the field.** Local governments: 1) can clearly understand the actual conditions of the poor, 2) can be a main body (with their own financial resources) in making decisions regarding the provision of services to the poor, and 3) can be a main body in planning and implementing the provision of services to the poor.

There is, however, a tendency for the local governments to carry out projects somewhat as a sub-contractor of the central government, as a result of constraints on human resources, know-how and funding. Also, sometimes, services are not adequately provided due to corruption or inefficiencies inside the government. Thus, in developing countries, despite the fact that various

poverty reduction policies are advocated, government services often do not actually reach the poor. The poor may even feel a sense of resignation or mistrust towards the government because their voices are not adequately reflected in the local government and thereby, there is no improvement in the situation.

In order for decentralization to be functional, related systems must be developed and budgets must be allocated accordingly. At the same time, the administrative capacity of both the central and local governments must be strengthened. In particular, local governments are limited in terms of finances and human resources, and so it is of paramount importance to develop the know-how and mechanisms for planning and operating services for the poor assuming these limitations. To operate services effectively with the limited resources of the local governments, **it is essential that public service plans be formulated based on the specific needs of the poor and the specific causes of poverty.** To do this, it is important to promote the planning of public services that are based on accurate social assessment and participation of the poor. Furthermore, to increase the impact and sustainability of public services, **it is essential that the poor participate, since the ownership of the poor, the recipients of the services, is needed in implementing and managing projects.**

Strengthening of partnerships between local government agencies and with the central government is also indispensable in providing effective and efficient services.

For effective and efficient administrative services, accountability of the government and prevention of corruption play significant roles.

Finally, as services that can be provided by governments are limited, it is important to improve the capacity of cooperation, coordination and negotiation with non-governmental organizations (NGOs, private organizations, aid agencies) as well as to create mechanisms to involve participation of the poor.

JICA's Activities:

- Formulation of social service plans based on social assessment
- Building of participatory development models

JICA's Activities

JICA's assistance in this area mainly includes technical transfer of planning skills for social services based on social assessment through Technical Cooperation Projects, recommendations on effective project management based on community participation under limited financial resources and establishing development administration models for decentralization. The development process includes many phases: selection of target groups; understanding of the needs and social background of each group, formulating plans based on this understanding; approving and budgeting plans; implementing plans based on target group ownership; and monitoring. Among these processes, JICA has provided assistance particularly in planning and implementing community participatory development. JICA also has experience in building development models by combining a series of procedures and in institutionalizing these

models (including ordinances, gubernatorial ordinances) (e.g. Sulawesi Project in Indonesia).

Cooperation in this area includes examples in which JICA worked as an interface in partnerships between communities and local NGOs, universities and governments. Partnerships with these organizations who have a wealth of knowledge and will continue activities in the field even after the completion of the projects are important from the standpoint of ensuring the sustainability of the project impacts. Thus the promotion of partnerships according as goals and expectations is needed.

**Mid-term
Objective 1-3
Protection of
Human Rights**

Required Approaches:

- Development of democratic systems that protect basic human rights
- Institution building and capacity development of both governments and the poor

Mid-term Objective 1-3 Protection of Human Rights

The basic human rights of the poor are not always protected in developing countries, and many policies and institutions are often not in the interest of the poor. If these situations are not improved, it would be difficult to find opportunities for the poor to realize their full potential. It is, therefore, **necessary to protect the basic human rights, formulate democratic policies and develop systems that reflect the voices of the poor, based on an understanding of their actual situations.** In terms of policies and institutions, there are voting rights, multi-party systems, separation of powers, protection of basic human rights, and measures to directly help those who are socially vulnerable. We must bear in mind, however, that careful planning is necessary since systems that provide preferential treatment for the socially vulnerable may bring about a backlash from other groups and may distort the self-image of the target group.

Furthermore, the establishment of policies and institutions alone is not sufficient. **For policies and institutions to be functional, capacity development and institution building of both government agencies and the poor themselves are indispensable.** On the governments' side, it is necessary to strengthen the function of internal and external assessment, simplify administrative procedures, increase transparency and improve legal procedures as well as policing functions. The tasks on the side of the poor are to promote community education activities (self-education) and to foster organizations that can provide support for such activities.

JICA's Activities:

- Developing legal framework
- Democratization assistance
- Strengthening of government function
- Police reform
- Organization and education of the poor

JICA's Activities

JICA recently began providing assistance in developing the legal framework and democratic political systems.

In terms of cooperation with governments, JICA has provided assistance in democratization and efforts to increase transparency of governments' decision-making and development processes, through the promotion of partnerships between local government agencies and third-party organizations

such as NGOs and universities. JICA also has provided assistance in developing the judicial institutions and in reforming police administrations. Assistance to strengthen the capacity of governments has also increased in recent years.

As for the improvement of living conditions of the poor, JICA has conducted Technical Cooperation Projects and Dispatch of Experts. These activities are aimed at promoting the organizations comprising the poor who share common interests, discussions among the poor and activities towards better living conditions on their own initiatives that are lead by learning opportunities. Another example is assistance in conducting study tours for poor people who have very few opportunities to go outside their daily environs. They can get enlightened in the way of improving living conditions through a comparison with other communities. JICA also cooperates in human resource development by transferring these methods to government officials and NGO staff who are engaged in these types of rural development activities.

Mid-term Objective1-4
Promotion of Independence and Community Participation of the Poor

Mid-term Objective 1-4 Promotion of Independence and Community Participation of the Poor

The poor are often left out of the development process, have little incentive to improve their own capacities and gain few opportunities to achieve their full potential.

On the other hand, while the governments of developing countries and donors are providing various services and investing efforts for the poor, this type of assistance without ownership on the part of the poor may lead to their dependence and consequently, does not encourage the improvement of their capacities.

It is, therefore, **essential to build mechanisms that promote the participation of the poor in the decision-making process and motivate them to have their own goals, to think about the ways for improving their capacities and to act towards the goals.**

In terms of social development in assisting independence and community participation of the poor, while every country has local NGOs that are thoroughly knowledgeable about the local situation, local NGOs and local governments rarely work together, and in many cases they are carrying out efforts independent of each other.

However, **it is important to increase the sustainability of activities by developing partnerships between NGOs and local governments and by transferring the know-how about community development to NGOs as catalysts for promoting independence and community participation by the poor.**

Required Approaches:

- Development of democratic systems that protect basic human rights
- Institution building and capacity development of both governments and the poor

JICA's Activities:

- Developing legal framework
- Democratization assistance
- Strengthening of government function
- Police reform
- Organization and education of the poor

JICA's Activities

In terms of the empowerment of the poor, as was discussed in Mid-term Objective 1-3, JICA is supporting voluntary development through organizing and enhancing ownership of the poor and developing human resources who can promote such efforts. JICA's activities to promote participation of the poor in the decision making process include: transfer of social assessment techniques for a reasonable way of understanding on public opinion; transferring the know-how for participatory formulation and implementation of development plans; and reflecting the views of the community in the development process through partnerships with NGOs.

From the lessons learned from previous assistance, it is important to bear in mind that an inseparable relationship exists between the empowerment of the poor and their participation in the decision-making process. In many cases, the poor are often isolated from the opportunities to improve living conditions, such as services, information and assistance from governments, NGOs and other outside sources. In that respect, from the standpoint of the poor, **the prospect of having their needs and views reflected and realized in the development process is the motivating force or incentive for improving their lives.** Accordingly, when providing assistance with the aim of promoting independence or community participation of the poor, it is essential to establish official assistance frameworks to ensure that the efforts on the part of the poor will be rewarded. In the "Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programmes" in Indonesia, the poor were given opportunities to participate and shown a clear way in which their incentives and objectives for development could be realized. As a result, the poor have been further inspired to make voluntary efforts to improve their own lives.

Increasing ownership on the part of the poor requires a mechanism for reflecting and fulfilling the views of the poor.

Development Objective 1 Development of Policy and Institutional Framework for Planning and Implementation of Poverty Reduction

Mid-term Objective 1-1 Formulation and Implementation of Poverty Reduction Plans			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Understanding of the actual conditions of poverty	Implementation of Participatory Poverty Assessment. Development of poverty-related statistics.	1, 2, 4 4, 12	<ul style="list-style-type: none"> • Technical transfers (such as Technical Cooperation Project) of social assessment techniques (participatory assessment techniques). • Development of social statistics.
Formulation of the appropriate poverty reduction plans	Formulation of poverty reduction plans based on the actual conditions and needs of the poor.	1, 3, 9	<ul style="list-style-type: none"> • Assistance in formulating PRSPs (Development Study). • Assistance in formulating development plans based on the results of social assessments.
Development of tax systems that promote income redistribution	<ul style="list-style-type: none"> × Development of a progressive taxation system. × Collection of inheritance tax. 		
Promotion of participation of the poor in policy-making processes	Implementation of participatory workshops. Utilization of NGOs as facilitators.	4, 5, 9, 12 4, 5, 9, 12	
Capacity development to implement the above-mentioned policies and systems	<p>Securing of financial resources for the poverty reduction plans and managing public finances.</p> <p>Strengthening of partnerships between the different actors (mechanisms to link central governments-local governments, between local governments, local governments-communities and governments-NGOs).</p> <p>Improving the awareness and capabilities of government officials and focusing their attention towards reflecting the views of the poor (train government officials in social assessment techniques and participatory development techniques).</p> <p>Improving the administrative capabilities of the government officials.</p> <p>Capacity development to monitor and evaluate the progress of poverty reduction plans and to provide feedback of evaluation results on the different policies and systems.</p>	18 4, 9, 11, 13 4, 11, 12, 13, 14, 15 16 4, 6	<ul style="list-style-type: none"> • Development of regional development models through partnerships with NGOs, universities and other regional resources (Technical Cooperation Project). • Technical transfer of participatory development techniques (Technical Cooperation Project).

Mid-term Objective 1-2 Development of Systems to Provide Social Services to the Poor			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Promotion of decentralization	Development of policies and systems for decentralization. Promotion of budget allocation for decentralization. Improvement of the local government's capacity to grasp actual conditions of poverty (develop statistics, implement Participatory Poverty Assessments). Improvement of the local government's capacity to formulate regional development plans. Development of systems for linking the local governments and communities.	4, 6 6 4, 18 4, 6 4, 6, 9	<ul style="list-style-type: none"> • Proposals for development of administration models under decentralized governments (Technical Cooperation Project). • Technical transfer of participatory development techniques (Technical Cooperation Project, Training).
Understanding of the needs of the poor for social services	Implementation of Participatory Poverty Assessments.	1, 2, 4	<ul style="list-style-type: none"> • Transfer of techniques for planning social services based on the results of social assessments (Technical Cooperation Project).
Planning of social services for the poor	Capacity development to plan social services based on the needs of the poor. Expansion of social services for the poor.	4, 6, 9 4, 9	<ul style="list-style-type: none"> • Assistance to improve the systems and the abilities of the local government agencies related to the provision of public services (Technical Cooperation Project). • Creation of systems and mechanisms for public services (Technical Cooperation Project).

Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Development of the framework for providing social services to the poor	Strengthening of partnerships between the different actors (mechanisms to link central governments-local governments, between local governments, local governments-communities and local governments-NGOs).	4, 6, 9, 13	<ul style="list-style-type: none"> Assistance in building regional development models related to poverty reduction (Technical Cooperation Project). Implementation of development projects through partnerships with NGOs, universities and other regional resources (Technical Cooperation Project, Development Welfare Support). Assistance in the promotion of development project operations based on citizens participation (Technical Cooperation Project).
	Securing financial resources to provide adequate social services.	15	
	Fostering NGOs that provide services to the poor.	5, 10	
	Strengthening the capacity of the government officials to operate systems for social service provisions.	4, 6, 15, 27	
	Increasing government accountability.	4, 6, 27	
	Promotion of anti-corruption measures.	14, 15	
Capacity development to monitor and evaluate the conditions of social services provision and to provide feedback of the evaluation results on the policies and institutions.	10		

Mid-term Objective 1-3 Protection of Human Rights			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Understanding of actual conditions of the basic human rights of the poor	Implementation of Participatory Poverty Assessments.	1, 2	
	Implementation of surveys on the basic human rights of the poor.		
Development of the democratic political systems	<ul style="list-style-type: none"> x Securing of voting rights for the poor. x Introduction of the multi-party system. x Establishment and strengthening of the separation of powers. x Development of systems to protect basic human rights. x Revision of legal systems that are disadvantageous for the socially vulnerable (minorities, women and those suffering discrimination). x Expansion of the legal system to support empowerment of the socially vulnerable (minorities, women and those suffering discrimination). 		<ul style="list-style-type: none"> Seminars on democratization (Training).
	Improvement of the governance of the governments	Improvement of government accountability.	1, 6
Promotion of corruption-preventative measures.		1	
Improvement of the audit functions of citizens/private sector towards the government.		18	
	<ul style="list-style-type: none"> x Fostering of the free and unbiased media. Development of the judiciary systems. x Improvement of access to the judicial system (judicial assistance systems, human rights protector systems and support from civil society organizations). Improvement of the police administration; improvement of the awareness and ability of police officers. Simplification of government procedures. 		

Approaches for Systematic Planning of Development Projects / Poverty Reduction

Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Improvement of the governance of the poor	<ul style="list-style-type: none"> × Promotion of citizens' education. × Fostering of civil society organizations. Strengthening of community based organizations. Empowerment of the socially vulnerable (minorities, women and those suffering discrimination). [See "Empowerment of the Poor"]	4, 10, 12, 13 4, 10, 12, 13	<ul style="list-style-type: none"> • Organization of groups such as farmer's associations (Technical Cooperation Project). [See "Empowerment of the Poor"]

Mid-term Objective 1-4 Promotion of Independence and Community Participation of the Poor			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Understanding of actual conditions of the poor	[See Examples of Activities in Mid-term Objective 1-1.]		
Promotion of participation of the poor in decision-making processes	Creation of mechanisms that link local governments and communities. Improvement of awareness and ability of the government officials to reflect the views of the poor (training on social assessment techniques and participatory development techniques for the government officials). Fostering of NGOs that assist the poor.	4, 6 1, 4, 6, 9, 12, 13, 18 10, 12	<ul style="list-style-type: none"> • Building of local governments that value a sense of ownership by the poor (Technical Cooperation Project). • Assistance in conducting studies in order to grasp the actual living conditions of the poor (Technical Cooperation Project). Development of regional development models through partnerships with NGOs, universities and other regional resources (Technical Cooperation Project).
Empowerment of the poor	Strengthening of organizations of the poor. Provision of opportunities for the poor to gain knowledge and skills. Provision of information about various services and assistance for the poor. Improvement of awareness of self-help among the poor (education activities for the poor).	4, 10, 12, 13, 18 4, 12 4, 10, 13 4, 12	<ul style="list-style-type: none"> • Assistance in organizing the poor (Technical Cooperation Project). • Assistance in promoting lifestyle improvement activities based on ownership by the poor themselves (Technical Cooperation Project). Development of the framework to support the poor through partnerships with NGOs, universities and other regional resources (Technical Cooperation Project, JICA Partnership Program).

Examples of Activities:

- = JICA has considerable experience.
- = JICA has certain experience.
- = JICA has experience as component of projects.

× = JICA has little experience.

JICA's Activities:

- = Few examples of implementation, but projects could be used as models for the future activities.

**Development
Objective 2
Maintenance and
Improvement of
Income Levels of
the Poor**

**Development Objective 2 Maintenance and Improvement of
Income Levels of the Poor**

One of the major challenges faced by the poor is insufficient income. Because of this, the poor are unable to receive necessary education and healthcare services, and in times of disaster they tend to fall into extreme poverty, which is followed by difficulties in returning to their previous living standards. It is, therefore, essential to improve the income levels of the poor, or at least to ensure that current levels can be maintained.

These approaches are broadly classified into maintenance and improvement of income through agriculture and fisheries (Mid-term Objective 2-1 Maintenance and Improvement of Income through Sustainable Agriculture and Fisheries) and maintenance and improvement of non-agricultural/fishery income (Mid-term Objective 2-2 Maintenance and Improvement of Income through Expansion of Non-agricultural/fishery Employment Opportunities). In either case, the development of industrial infrastructure is essential (Mid-term Objective 2-3 Development of Industrial Infrastructure).

From a medium- and long-term perspective, economic growth at both the national and the regional levels is required for the sustainable improvement of income of the poor. However, this approach will be investigated separately and will not be discussed here.

**Mid-term
Objective 2-1
Maintenance and
Improvement of
Income through
Sustainable
Agriculture and
Fisheries**

**Mid-term Objective 2-1 Maintenance and Improvement of
Income through Sustainable
Agriculture and Fisheries**

It is important to maintain and improve agricultural and fishery income since many of the poor live in rural villages and are engaged in agriculture or fisheries.

Agricultural and fishery policies and institutions, however, are not always congruous with the actual conditions and needs of the poor. In many cases, the poor do not own land and receive an unfairly small distribution in proportion to the amount of their work, or they are unable to take advantage of public services such as subsidies.

It is, therefore, important to first accurately understand the actual conditions and needs of the poor and then **develop policies and institutions that can directly or indirectly alleviate or improve the adverse conditions faced by the poor**. Land reform is especially important, but strong opposition can be expected from the existing landowners (often the influential people in the country). So, it is vital to carefully consider how to deal with predictable resistance when carrying out system reforms such as land reforms that challenge the vested interests. In general, system improvements that eliminate obstacles for the poor tend to be more readily accepted than reforms that break up the vested

Required approaches:

- Development of systems that eliminate barriers to entry of the poor
- Enabling poor to receive services related to production and harvest
- Diversification
- Participatory resource management
- Improvement of awareness and capabilities of farmers, and organization

interests. It is necessary to develop policies and institutions taking account of their feasibility and predictable resistance.

The poor often do not have the facilities or equipment (such as farm roads, irrigation canals and others) needed for maintaining and improving production and harvest levels. They do not have necessary equipment or technology and public services such as agricultural extension often do not reach them. Thus they are unable to increase their production.

It is important, therefore, **to target the poor and ensure that they actually receive benefits, when providing production facilities, securing equipment, developing and disseminating appropriate technology.** Basic inputs (seeds, seedlings, fertilizer and fry) can be obtained by developing small-scale production facilities. It is also possible to introduce systems to purchase fertilizer and other items through the farmers' associations.

Many of poor farmers depend on the single crop, so they are susceptible to weather and disease-related damages. It is important to **diversify crops to minimize the damage from natural disasters and diseases.** It is also essential, therefore, to establish mechanism in which the poor actually can get information and technology related to improving production levels and diversifying crops, for instance, through the extension advisors.

As a result of inappropriate use by companies and communities, natural resources are sometimes depleted (e.g. soil runoff, water contamination, depletion of fishery and forest resources). To prevent the depletion of resources on which the poor depend, it is important to **conduct participatory resource management and improve the capacity of the poor for resource management.** In addition, resource management should be promoted not only by the initiatives of the poor but also jointly with governments, companies, NGOs and other related actors.

It is also essential **to improve awareness and marketing capacity of the farmers including the poor, in order for them to utilize** systems and services and increase their own incomes. When there are problems with middlemen¹⁹ it is important to build fair relationships through such measures as market information sharing and conducting joint sales activities through the farmers' associations instead of individual negotiations.

JICA's Activities

JICA has been providing **assistance in developing and disseminating production technology in agriculture and fisheries,** particularly assistance in developing and promoting models for effective and efficient production technology in rural development. However, these projects have not always aimed

¹⁹ Since the poor are in a weaker position when dealing with middlemen (i.e. they are borrowing money) and often do not have market price information, there are cases in which the selling prices for products are unreasonable. The relationship between farmers and middlemen varies by country, however, and there are cases in which the middleman himself is also poor.

JICA's Activities:

- Development and promotion of agricultural/fishery technology models
- In terms of policies, institutions, and production basis, less assistance in hard infrastructure and more in knowledge
- From the support on government-led resource management to the support on community resource management

at poverty reduction nor targeted the poor. Since the purpose of these projects was to develop and promote models, the direct targets in many cases were the technical staff and agricultural extension workers of the recipient governments (mostly in macro or meso level assistance). While this type of assistance has been broadly extended, it was often difficult for the poor to directly enjoy the benefits. Recently, JICA has an increasing number of projects that directly benefit the poor through partnerships with NGOs and volunteer activities.

JICA has supported the development of infrastructure and formulation of agricultural and fishery policies and institutions through Development Studies, Dispatch of Experts and In-Country Training. **Recently, direct support for the development of infrastructure has declined and provision of the know-how related to policies and institutions has increased.** Still, JICA has little experience in supporting policy formulation explicitly aimed at poverty reduction. JICA should extend assistance in policy formulation and institution building in line with the actual conditions and needs of the poor.

In terms of resource management for sustainable development, many of JICA's previous projects have promoted technical development and extension, in other words government-led resource management. In recent years, as with other issues, there has been an increase in assistance that emphasizes community participation with more focus on the poor.

**Mid-term Objective 2-2
Maintenance and Improvement of Income through Expansion of Non-agricultural/fishery Employment Opportunities**

Mid-term Objective 2-2 Maintenance and Improvement of Income through Expansion of Non-agricultural/fishery Employment Opportunities

Required approaches:

- Promotion of industries that are effective in poverty reduction
- Development of support systems for medium, small, and micro enterprises
- Improvement of awareness, skills, and capabilities of the poor

There are limitations in the improvement of income levels through strengthening agricultural and fishery productivity and increasing harvests through the natural resource management. Also, since cultivable land areas and resources are divided up as population increases, it is difficult to maintain and increase income within agriculture and fisheries. It is, therefore, important to ensure that the poor who live in urban areas or those who live in rural areas (landless farmers, small-scale farmers) and cannot earn sufficient income through agriculture or fisheries are able to find employment opportunities in other sectors.

The poor have few job opportunities. Even if they do have opportunities to work, their working conditions can be extremely adverse. Outside the informal sector, there could be non-agricultural/fishery jobs for the poor in medium, small and micro enterprises or entrepreneurial efforts by the poor themselves (including the processing of primary commodities). However, medium, small and micro enterprises in developing countries face problems of lack of funds, insufficient technology and products and limited sales routes, so

they are not competitive enough and cannot grow and increase hiring.

In order to increase jobs for the poor, based on the **studies on their actual conditions and needs, it is necessary to determine the priority industries** and develop policies and the financial and tax systems that would promote and support these industries. In particular, micro and local industries in rural areas are at a disadvantage in terms of financial resources to purchase equipment and adequate technology and information for the effective use of local resources. These disadvantages can be eased through the development of tax and subsidy systems. In general, however, due to global advancements towards market economies and liberalization, subsidy systems that may distort fair competition are considered undesirable. There are many enterprises that have been dependent on subsidies and regulations and unable to shed the layer of the protection. While considering subsidy systems, it is, therefore, important to take cautious steps, such as limiting the recipients, goals, time frames and at the same time, to provide incentives to exit from the protection.

It is also important to **develop support systems in order for medium, small and micro enterprises** to expand employment and hire the poor, or in order for the community including the poor to start up new business of processing agricultural and fishery products or utilizing other local resources. In this, it is vital to secure the necessary equipment and materials needed as an initial investment. Organization, skills training, improvement of capacities for developing products and securing market share are also necessary.

For the poor to obtain better jobs, **strengthening awareness and capacities of themselves is essential**. Illiteracy, poor educational backgrounds and insufficient skills prevent the poor from obtaining good jobs. Therefore, organization of producers, capacity development for market access, improvement of skills and literacy levels should be considered.

JICA's Activities:

- Technical assistance for food processing and cottage industries in rural areas
- Organizing cooperatives for medium, small, and micro enterprises
- Micro-credit assistance through NGOs and JOCVs

JICA's Activities

A few of JICA's projects aimed at the expansion of employment opportunities for the poor to maintain and improve the income of the poor in non-agricultural/fishery industries. These examples include technical assistance for food processing and cottage industries in rural areas and support for organizing a cooperative system for medium, small and micro enterprises. In recent years, through partnerships with NGOs and Dispatch of JOCVs, JICA has begun to provide assistance to small-scale producer groups and to the micro-credit projects that support them.

Most of these projects, from the perspective of rural development, have focused on the promotion of small-scale cottage manual industries in order to supplement the unstable agricultural and fishery industries with cash income. There have been few projects that provided assistance to the poor in urban areas with the aim of expanding employment opportunities and maintaining or

improving income. JICA should consider promoting medium, small and micro enterprises in which the poor can become entrepreneurs or employers, supporting the development of financial and tax systems and cooperatives.

**Mid-term
Objective 2-3
Development of
Industrial
Infrastructure**

- Required Approaches:
- Expansion of financial services
 - Infrastructure development
 - Improvement of market access

Mid-term Objective 2-3 Development of Industrial Infrastructure

To steadily absorb a large labor force, it is important to develop basic industrial infrastructure for the medium, small and micro enterprises such as financial services, electric power, telecommunications facilities and roads.

Whether promoting agriculture, fisheries or other industries, money is always indispensable to start a business. The poor, however, do not have a reasonable level of savings and most of them cannot obtain loans. Hence, in many cases they are unable to provide appropriate input in an appropriate timeframe.

There is a need to expand financial services for the poor and medium, small and micro enterprises so that the poor can obtain equipment and materials or start a new business, and medium, small and micro enterprises can expand their businesses.

In developing countries (especially in rural areas), lack of electricity, telecommunication facilities, roads and markets often impede industrial development. It is important to develop adequate infrastructure in order to improve the distribution of materials and products required by each industry and to develop the productive environment so that the necessary information and services will be available for everyone.

Another problem is that the poor do not have the right to use markets or do not have access to the market information. Approaches to remedy this situation would be to establish an environment in which the poor can sell their products through the development of markets in rural areas and the improvement of access to markets for the poor.

- JICA's Activities:
- Capacity development of microfinance institutions and community organizations
 - Studies on industrial infrastructure (however, not with the goal of poverty reduction)

JICA's Activities

Although there are not so many examples, JICA has dispatched experts and JOCVs to support capacity building of microfinance institutions and community organizations that receive microfinance. Capacity building of both these organizations is essential for microfinance to be functional on a sustainable basis. Since capacity building takes considerable time, long-term assistance in the field by experts and JOCVs is effective.

JICA has conducted a large number of studies on industrial infrastructure in Basic Design Studies through Development Studies and Grant Aid. These, however, have not necessarily been with the aim of expanding employment opportunities for the poor. It is expected that more plans will be formulated with

consideration to “expansion of employment opportunities and maintenance and improvement of income for the poor.”

Development Objective 2 Maintenance and Improvement of Income Levels of the Poor

Mid-term Objective 2-1 Maintenance and Improvement of Income through Sustainable Agriculture and Fisheries			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Formulation and implementation of agricultural development policies and systems from the viewpoint of poverty reduction】			
Understanding of actual conditions of the poor engaged in agriculture and fisheries	Studies on the actual conditions of the poor engaged in agriculture and fisheries. Development of statistics on agriculture and fisheries.		
Formulation of agricultural/fishery development policies from the viewpoint of poverty reduction	Formulation of agricultural/fishery development policies based on the actual conditions and needs of the poor.	28	
Development of systems that benefit the poor.	Implementation of agricultural land reforms. × Improvement of the distribution system for tenant farmers. Development of agricultural extension systems (promotion of dispatches of the agricultural extension workers to remote areas and improvement of their working conditions). Development of subsidy systems to benefit the poor. Establishment of regulations regarding the use of natural resources that benefit the poor.	23, 24	
Promotion of participation of the poor in policy-making process.	[See Examples of Activities in Mid-term Objective 1-1]		
Capacity development to implement the above-mentioned policies and systems	[See Examples of Activities in Mid-term Objective 1-1]		
【Development of mechanisms to maintain and improve the production and harvest levels】			
Development of farmlands and farm roads	Development of farmlands and farm roads from the viewpoint of poverty reduction.	19	
Securing of water for agricultural use	Development of small-scale irrigation systems, reservoirs and wells. Water distribution from the viewpoint of poverty reduction. Water management through farmer participation.	19	<ul style="list-style-type: none"> • Development of irrigation canals (Technical Cooperation Project, Development Studies.) • Strengthening of activities by irrigation associations (Technical Cooperation Project).
Development and securing of agricultural equipment and materials	Development of production-related facilities (seedlings, fry, livestock). × Introduction of equipment sharing and loaning systems. × Purchase of fertilizer and agricultural chemicals through farmers' associations.	30	<ul style="list-style-type: none"> • Assistance in establishing seedling fields and seedling production centers (Technical Cooperation Project, Development Studies). • Experimental use of micro-credit for materials and equipment for agricultural production (Technical Cooperation Project).
Development and improvement of appropriate technology, equipment and crop varieties	Soil improvement. Improvement and introduction of appropriate crop varieties. Improvement of agricultural technology and equipment.	30 31	<ul style="list-style-type: none"> • Extension of appropriate technology to farmers (JOCV).
Promotion of appropriate technology, equipment and crop varieties	Recruitment and training of agricultural extension workers. Adoption of agricultural extension methods that involve farmers (fostering of core farmers and model farming lands for exhibition).	9, 13, 25, 32	<ul style="list-style-type: none"> • Training on strengthening agricultural extension activities (Technical Cooperation Project). • Technical assistance to small-scale farm households (Technical Cooperation Project).

Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Promotion of diversification of agriculture and fisheries	Introduction of small-scale farming, stock raising and culturing.	20	· Introduction of intensive management for livestock husbandry (JOCV).
	Harvesting and processing of non-lumber forestry products.	22	
Appropriate management of natural resources	Management of natural resources through community participation.	28, 89	· Training and development of educational materials based on the participatory approach. (Technical Cooperation Project / Development Studies).
	Promotion of utilization methods that do not deplete resources.	89	
	Building of a network between the poor, governments, companies and NGOs. × Promotion of environment preservation activities through the government and companies (afforestation, agro-forestry, eco-tourism and recycling activities).	6	
【Improvement of the awareness and capacities of farmers】			
Promotion and strengthening of farmers' organizations	Fostering and strengthening of agricultural cooperatives and farmers' associations.	21, 29	· Fostering of cooperative associations (Development Welfare Assistance/ JOCV).
Fair price setting (Build fair relationships with middlemen)	× Development of systems for joint shipments through farmers' associations. × Sharing the market information among farmers' associations.		
Acquisition and utilization of appropriate skills and knowledge	Implementation and expansion of training for farmers.	22, 45	· Observation by farmers of regions with advanced activities (Technical Cooperation Project/JOCV/JICA Partnership Program). · Technical assistance to small-scale farm households (Technical Cooperation Project). · Educational activities through pamphlets and other publications (JOCV).
	Utilization of model farmers in training. Implementation of environmental education on appropriate use of natural resources and expansion of environmental conservation techniques (soil conservation).	93	

Mid-term Objective 2-2 Maintenance and Improvement of Income through Expansion of Non-agricultural/fishery Employment Opportunities			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Formulation and implementation of policies and systems to promote small-medium and micro enterprises and labor-intensive industry】			
Understanding of actual conditions of medium, small and micro enterprises and labor-intensive industry	Surveys of actual conditions of medium, small and micro enterprises and labor-intensive industry. Development of industry statistics.		
Formulation of industry promotion policies from the viewpoint of poverty reduction	Formulation of policies that promote medium, small and micro enterprises and labor-intensive industry based on the actual conditions and needs of the poor.	39	
Development of industrial systems from the viewpoint of poverty reduction	× Development of systems to support new business. Development of systems to provide small-scale financing. × Formation of tax systems that consider medium, small and micro enterprises and labor-intensive industry. × Development of systems that support medium, small and micro enterprises and labor-intensive industry. × Development of labor standard laws. × Establishment of legal status of the informal sector.	44	· Strengthening of capabilities of micro-finance agencies (Dispatch of Experts). · Formulation of basic medium, small and micro enterprise laws and plans for promotion of enterprises (Dispatch of Experts).
Promotion of participation of the poor in policy-making process	[See Examples of Activities in Mid-term Objective 1-1]		

Approaches for Systematic Planning of Development Projects / Poverty Reduction

Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Capacity development to implement the above-mentioned policies and systems	[See Examples of Activities in Mid-term Objective 1-1]		
【Strengthening of systems to support small-medium and micro enterprises】			
Promotion of new business	Processing of agricultural and fishery products. Group-based small-scale manual industry.	22, 32 42, 43	• Training on processing techniques (Technical Cooperation Project).
Formation of medium, small and micro enterprises network	Fostering of associations such as Chambers of Commerce.		
Development, improvement and promotion of products	Enhancement of capacity of research centers to develop and improve products. Implementation of training for medium, small and micro enterprises. Securing of equipment and materials for production and processing.	40, 41 31, 36	• Marketing and promotion of sale of handicrafts (JOCV). • Establishment of an extension office for processing skills (JICA Partnership Program).
【Improvement of awareness and capacities of the poor】			
Promotion and strengthening of producers' organizations	Promotion and strengthening of producers' organizations.	42, 43	
Strengthening of market competitiveness of the poor	× Strengthening of capacity for market surveys and development of sales routes.		• Implementation of market surveys (JICA Partnership Program).
Acquisition and utilization of skills and knowledge	Implementation of vocational and skills training. Implementation of basic education [See "Fulfillment of Basic Human Needs"]. Utilization of technical personnel in the community.	34, 38, 41, 43 32 6	• Training in needlecraft skills (JICA Partnership Program).

Mid-term Objective 2-3 Development of Industrial Infrastructure			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Schemes
Expansion of financial services	Fostering of micro-finance agencies. × Supplemental financing through public agencies.	37	• Strengthening of capacities of micro-finance agencies (Dispatch of Experts).
Infrastructure development	Development of electric power, telecommunication facilities and roads.	80	
Development of markets	Development and expansion of market facilities.		
Improvement of access to markets	× Granting of rights to use markets. × Development of roads and transportation means to markets. × Building of systems to provide market information.		

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

**Development Objective 3
Fulfillment of Basic Human Needs of the Poor**

Development Objective 3 Fulfillment of Basic Human Needs of the Poor

To improve the lives of the poor, it is essential to ensure that they have access to basic education and healthcare services and can live in conditions that do not adversely affect their health. However, many of the poor do not receive adequate education or healthcare and are living in extremely harsh conditions. It is important to ensure that the poor can receive basic education and healthcare services (Mid-term Objective 3-1 Improvement of Educational Standards of the Poor, Mid-term Objective 3-2 Improvement of Health Conditions of the Poor), and that they can spend their daily lives under the good living conditions (Mid-term Objective 3-3 Improvement of Living Conditions of the Poor).

**Mid-term Objective 3-1
Improvement of Educational Standards of the Poor**

Mid-term Objective 3-1 Improvement of Educational Standards of the Poor

Education is indispensable for the poor to improve their lives through obtaining the necessary knowledge and information, understanding about land titles and property rights, and finding jobs in the formal sector. However, the governments of many developing countries do not have an adequate budget for building enough schools or hire a sufficient number of regular teachers, thus they cannot provide sufficient educational services. Meanwhile, the poor often cannot receive education because of financial reasons. They cannot afford tuition, educational materials or stationery goods. Some children are forced to work to help meet household expenses. There are also social circumstances in which the community or families do not understand the importance of education for children.

- Required Approaches:**
- Basic education policies and institutions based on actual conditions of the poor
 - Measures that supplement the public systems (non-formal education)
 - Improvement of children's educational circumstances
 - Fostering of understanding in families and community

To enable the poor to receive education, basic education policies and institutions should be formulated and implemented based on the actual conditions and the needs of the poor. For instance, free tuition and free education materials can be used for alleviating financial difficulties. Systems to send teachers to rural areas are also useful for expanding learning opportunities for the poor.

In addition, **activities to supplement formal education system are necessary.** When the poor do not have access to formal education, existing facilities within the community (temples, churches or assembly halls) should be utilized to provide learning opportunities for children and conduct literacy education for adults. Training for substitute teachers without qualifications is the possible measure as well, when there is insufficient number of teachers.

It is also effective to **develop an environment that makes it easy for the poor children to attend schools** and offer them incentives for learning. For instance, providing nutritious meals and health check-ups at schools are useful

measures. When children cannot attend schools because they must take care of their younger brothers or sisters, daycare facilities can be helpful. Offering flexible classes for children who need to help with field labor and household work is also important.

Furthermore, for the children of the poor to be able to attend school, it is essential **to help the community and families better understand the importance of education**. Specifically, by participating in school activities or school administration, families and the community will gain an understanding on education and at the same time, can convey the needs of themselves to the schools. Communities and schools should be engaged in school management together to meet the needs of the poor.

JICA's Activities:

- School mapping, micro planning
- Construction of primary schools
- Promotion of participatory school management
- Non-formal education through JOCVs and NGOs

JICA's Activities

JICA has conducted school mapping studies for eliminating gaps and formulated micro planning (education plans at the regional level) based on those results. In terms of improving access to education for the poor, JICA has built primary schools and improved existing facilities by Grant Aid Projects in poor regions where the governments of developing countries do not invest enough in education.

JICA has carried out a great deal of cooperation in education (qualitative improvement) such as improving mathematics and science education, improving teaching skills and methods through Technical Cooperation Projects in the basic education sector. However, efforts that specifically target at the poor have been limited and assistance for the qualitative improvement of education alone has not increased the enrollment rate of the poor.

To promote school enrollment of the poor, efforts for the quantitative expansion of educational services along with the improvement of social conditions are needed since the enrollment of the poor is greatly affected by economic and social problems. Recently, through Development Studies and Technical Cooperation Projects, JICA is studying approaches to improve school management based on the needs of the community in cooperation with educational administrations at the regional level (provinces, cities), involving the community in school management and school events and fostering a deeper understanding on the importance of education.

Although JICA has limited experience in the area of non-formal education, there are examples of activities by JOCVs (literacy education, rural development) and Experts (literacy education). NGOs have expanded their comprehensive activities in communities combining literacy education with healthcare, environment and gender. Since they have a wealth of experience in non-formal education, **JICA has recently started cooperating with NGOs in several community-based activities through the JICA Partnership Program**. JICA's continued cooperation with NGOs to provide assistance to non-formal

education in accordance with the diverse conditions of the poor will be effective in improving educational level.

**Mid-term
Objective 3-2
Improvement of
Health Conditions
of the Poor**

Required Approaches:

- Development of policies and institutions based on actual conditions of the poor
- Dispatch of medical workers to rural areas
- Improvement of sanitary facilities
- Primary Healthcare
- Establishment of a referral system

Mid-term Objective 3-2 Improvement of Health Conditions of the Poor

Health is indispensable for normal lives. Situations such as malnutrition caused by the lack of access to food, illness and other unhealthy conditions due to the unavailability of healthcare and medical services are considered as “poverty.” Poor people who have trouble with their health are less likely to make use of their own abilities.

Above all, the poor face numerous problems. For example, many of those who live in rural or marginal areas are not able to receive appropriate medical treatment due to a lack of access to the services. On the other hand, the poor who live in urban areas with more access to medical facilities often cannot afford to pay for the cost of treatment and medication. In addition to the **physical and economic difficulties** mentioned above, they also suffer from **unhealthy living conditions** such as lack of essential nutrition, unsafe drinking water and the prevalence of endemic diseases that make them vulnerable to illness. Furthermore, poor people are subjected to the **socio-cultural problems** such as ethnic and gender discrimination and the spread of **infectious diseases** including HIV/AIDS.

In less developed countries, **financial resources for medical services are sparse** and not only are they unable to provide adequate medical services, but also it is hard to maintain quality of the care because of a shortage of equipment and medicine. At present, many countries are carrying out healthcare and medical reforms in cooperation with the private sector and introducing a user fee system that might go beyond the ability of the poor to pay.

To improve health conditions of the poor, the required approaches are as follows:

- **To develop healthcare indicators and statistics in order to gain an understanding of the actual conditions of the poor.**
- **To formulate healthcare policies and to develop systems such as health insurance based on the actual needs of the poor.**
- **To build systems to dispatch doctors, nurses and midwives to marginal and rural areas** where there are not enough healthcare workers. The healthcare workers should have appropriate qualifications and be familiar with the ethnic, gender or other social aspects of the region or community.
- **To expand regional health posts** as the cornerstones of providing Primary Healthcare (PHC) and healthcare centers with permanently-stationed nurses, public health nurses, and midwives.

- **To establish referral systems** for linking these institutions to hospitals that provide higher-level medical services.

In order to improve the unsanitary living conditions and the poor access to safe drinking water that lead to health detriments of the poor, the following approaches are effective:

- **To provide latrines and other sanitary facilities and to ensure access to safe drinking water.**
- To have a proactive community participation from the beginning of the project so that facilities can be maintained and managed by the poor themselves.

When the poor take seriously ill, their families often fall into even more profound poverty because of not only the medical costs incurred but also the diminished earnings by the patients themselves and the family members who must take care of them. To break the poverty trap, it is important **to increase awareness of the poor and to prevent illness through the community-based Primary Healthcare approach.** In promoting health education, nutritional improvement, maternal and child healthcare, reproductive health and immunizations, regional human resources such as health volunteers should be used effectively. Health education for the poor should be easy to understand, since they have fewer opportunities to receive education. Presenting information by the skit performance at the community meeting is a good example.

JICA's Activities:

- Assistance to national hospitals
- Assistance to maternal and child health and reproductive health
- Strengthening of regional healthcare service centers
- Formulation of regional healthcare plans
- PHC cooperation through JOCVs and partnerships with NGOs
- Educational activities related to HIV/AIDS

JICA's Activities

JICA has cooperated in many activities to improve the health conditions of the poor. For example, through Grant Aid and Technical Cooperation Projects, JICA has given assistance for national hospitals, maternal and child healthcare, reproductive health programs, strengthening of regional healthcare services in rural areas, and measures against infectious diseases and HIV/AIDS. Through Development Studies, JICA has also extended assistance in formulating regional healthcare plans.

However, insufficient efforts have been made to gain an understanding of the health conditions and the needs of the poor in planning and implementing projects in this sector. It is difficult, therefore, to measure the outcome that the projects gave on the poor. It may be difficult to obtain specific data on the poor, but **JICA should focus more on formulating projects that target the poor, dealing with economic, socio-cultural and other obstacles faced by the poor and raising healthcare administrators' awareness.**

Meanwhile, in terms of activities directly targeting the poor, JICA has certain experience in **Primary Healthcare** based on community participation including the improvement of nutrition and diets, education on healthcare and reproductive health, and the promotion of sanitary latrines, mainly through cooperation with NGOs and the dispatch of JOCVs (e.g., the Reproductive

Health Regional Project in Bangladesh). Women among the poor often play key roles in these types of projects including income generation through the small-scale financing and livestock husbandry. Such activities can raise the status of women and improve the health conditions of the poor. **Experience and lessons learned from these projects should be utilized in planning projects aimed at directly benefiting the poor.**

JICA has recently been increasing its projects related to HIV/AIDS that involves many serious issues – not only economic difficulties or social discrimination suffered by the infected persons themselves but also increasing number of AIDS orphans²⁰. When providing assistance, it is essential not to limit to the provision of equipment and research facilities, but to include widespread measures for the **prevention of AIDS, such as youth and adult education, reproductive health, and maternal and child health programs**. These activities enable the poor themselves to understand the importance of dealing with AIDS and changing their behavior.

**Mid-term
Objective 3-3
Improvement of
Living Conditions
of the Poor**

Required Approaches:

- Development of systems based on the actual conditions of the poor
- Provision of housing loans targeting the poor
- Improvement of social infrastructure

Mid-term Objective 3-3 Improvement of Living Conditions of the Poor

Environment and poverty are closely related, as is often seen in the **problems with living conditions and the health of the poor**. In rural areas the poor live in obscure places or in harsh environments, and in urban areas - under extremely adverse conditions in the peripheral places such as riverbeds, wetlands or garbage dumps. Regardless of rural or urban areas, many of the impoverished communities do not have sufficient water systems, sewage and drainage systems and latrines, so the poor people are susceptible to diarrhea and infectious diseases from the polluted water. Government officials, however, rarely visit these places and do not have adequate understanding on the actual living conditions and circumstances of the poor. Also, since these areas are unable to keep up with the rapid urbanization, the development of social infrastructure there is lagging behind.

Living conditions in the illegal settlements where many of the poor inhabit have still not improved. However, following the recognition of “the Human Right to Adequate Housing” by the United Nations Conference on Human Settlements, there has been a change in direction from forced evictions to securing rights of occupancy and land ownership. Based on this international movement, it is important to establish the legal framework to ensure the land and occupancy rights for the poor who have been labeled as squatters. At the same time, in order to improve their housing conditions, it is necessary to develop a housing loan system that allows the poor to access finance at low interest rates.

²⁰ For detailed information on HIV/AIDS countermeasures, see JICA (2002c).

JICA's Activities:

- Much experience with assistance improving social infrastructure and services, but not targeting only the poor
- Improvement of community living conditions through partnerships with NGOs
- Comprehensive poverty measures through experts

JICA's Activities

JICA has extended assistance in improving **social infrastructure and services** such as urban water systems, ground water systems for rural communities, rural roads and waste management planning through Grant Aid and Development Studies. These efforts have aimed at expanding public work services, but have not always been planned and carried out based on the actual living conditions and needs of the poor. Although social infrastructure development cannot target only the poor from the point of its scale and public interests, JICA should at least be careful that the projects do not have negative impacts on the poor.

JICA has implemented **small-scale projects through partnerships with NGOs to improve living conditions in specific regions**. Based on the local needs and appropriate technology, these activities are carried out with participation of the poor, increasing their ownership and improving their sense of sanitation. Communities provide the labor to develop small-scale infrastructure such as simple waterworks, purification facilities and roads.

JICA also has experience with **comprehensive poverty reduction programs involving experts on poverty alleviation measures and social development, in partnership with local governments and NGOs**. (e.g. Comprehensive Social Development Program in Ghana, Poverty Alleviation Planning in Settlement Area Project in Papua New Guinea). These experiences should be used when planning Technical Cooperation Projects, Development Studies and Grant Aid projects with consideration for the poor.

Development Objective 3 Fulfillment of Basic Human Needs of the Poor

Mid-term Objective 3-1 Improvement of Educational Standards of the Poor			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Formulation and implementation of policies and systems for basic education】			
Understanding of actual conditions of education among the poor	[See Mid-term Objective 1-1 Examples of Activities]		
Formulation of basic education policies from the viewpoint of poverty reduction	Formulation of policies for basic education based on the actual conditions and needs of the poor.	50	<ul style="list-style-type: none"> Promotion of non-formal education (Individual Experts).
Development of basic education systems that benefit the poor	<ul style="list-style-type: none"> × Promotion of compulsory education, free education and distribution of educational materials. × Expansion and improvement of scholarship programs. × Development of programs to dispatch teachers to impoverished regions. 		
Promotion of participation of the poor in policy-making process	[See Mid-term Objective 1-1 Examples of Activities]		
Capacity development to implement the above-mentioned policies and systems	[See Mid-term Objective 1-1 Examples of Activities]	51	<ul style="list-style-type: none"> Advice on improving literacy policy, administrative capabilities and on establishing a literacy curriculum (Individual Experts).
【Expansion of educational services for the poor】			
Development of systems and conditions to provide educational services to the poor	<p>Construction of schools in impoverished regions.</p> <p>Provision of educational opportunities using existing facilities in the community (temples, churches and assembly halls).</p> <p>Improvement of access to school facilities (school buses, dormitories).</p> <p>Provision of incentives for attending school (school lunch/basic nutritious meals, health check-ups, immunizations).</p> <ul style="list-style-type: none"> × Development of daycare facilities. × Introduction of flexible class schedule (shift system). <p>Provision of remedial classes</p>	49, 57, 58 48, 51	<ul style="list-style-type: none"> Construction of schools in impoverished regions, improving facilities (Grant). Assistance in establishing community learning centers (Individual Experts.) establishment of terakoya (temple schools) (Partnership Program).
Development of human resources to work in basic education for the poor	<p>Fostering of teachers, substitute teachers and literacy teachers.</p> <p>Fostering of teachers within the community (non-formal education).</p>	48, 51, 63 47	<ul style="list-style-type: none"> Teacher's training in impoverished regions (Technical Cooperation Project). Fostering of literacy teachers (Partnership Program). Implementation of workshops for librarians, monks (Partnership Program).
Promotion of literacy education for the poor (youth and adults.)	<p>Expansion of literacy classes targeting the poor.</p> <p>Development of literacy materials that are suitable for the lifestyles of the poor.</p>	48, 51, 60 48, 51, 60	<ul style="list-style-type: none"> Promotion of literacy education (Individual Experts/Development Welfare Assistance/JOCV). Creation of literacy education materials (Individual Experts/Development Welfare Assistance/JOCV).
【Promotion of the poor's understanding about education】			
Promotion of understanding of the importance of education in the community and families	<p>Activities to enlighten the community and families on the importance of education.</p> <p>Participation and support by the community and families in school management.</p>	46, 51, 52, 54 46, 51, 52, 54	<ul style="list-style-type: none"> Educational activities for community on importance of education (Development Welfare Assistance/Development Studies). Training of communities and government officials to establish associations for temple school management (Partnership Program). Organization of development committees comprising families and government officials (Development Study).

Mid-term Objective 3-2 Improvement of Health Conditions of the Poor			
*Regarding infectious diseases, see Mid-term Objective 4-4			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Formulation and implementation of health care policies and systems】			
Understanding of health conditions of the poor	<ul style="list-style-type: none"> × Implementation of surveys to understand of the actual conditions and needs of the poor regarding health. Development of health statistics. 		
Formulation of health care policies from the viewpoint of poverty reduction	<ul style="list-style-type: none"> × Formulation of health policies based on the actual conditions and needs of the poor. 		
Development of health care policies that benefit the poor	<ul style="list-style-type: none"> × Development of health insurance systems. × Development of immunization programs. Development of programs of maternal and infant health check-ups. × Development of systems to dispatch doctors and nurses to impoverished regions. × Development of systems to provide medicines. 		<ul style="list-style-type: none"> • Review of existing system for maternity medical examinations (Development Study). • Assistance to operation of village cooperative drugstores (Technical Cooperation Project).
【Expansion of health care services for the poor】			
Promotion of participation of the poor in policy-making process	[See Mid-term Objective 1-1 Examples of Activities]		
Capacity development to implement the above-mentioned policies and systems	[See Mid-term Objective 1-1 Examples of Activities]		
Development of systems to provide health care services for the poor	<ul style="list-style-type: none"> Development of referral systems (introduction to medical institutions). × Establishment and operation of community health posts. Fostering and subsidizing NGOs that provide health care services. × Promotion of participation of the poor in selecting service providers. × Development of systems to provide information on health services. 	70, 71 62, 82, 98	<ul style="list-style-type: none"> • Strengthening of the regional health care referral system. (Technical Cooperation Project) • Fostering of NGO staff for regional health development (Group Training).
Development of human resources who work in health care for the poor	<ul style="list-style-type: none"> Fostering of health care workers such as doctors, nurses and midwives. Fostering of community health workers and community health volunteers. 	78, 82 78	<ul style="list-style-type: none"> • Fostering of health care workers (Technical Cooperation Project). • Education and training for nursing assistants and teachers at health centers (Development Study). • Fostering of rural health care volunteers (Technical Cooperation Project).
Improvement of sanitary conditions of the poor	<ul style="list-style-type: none"> Promotion of participation of the poor of the poor in formulation of plans to develop sanitary facilities (septic tanks, drainage ditches, latrines and waste processing facilities). Management and maintenance of sanitary facilities through community participation. Improvement of cooking facilities (improved stoves <i>kamado</i>, ventilation equipment). 	6, 8, 62, 84 84	<ul style="list-style-type: none"> • Production and promotion of simple latrines (Technical Cooperation Project). • Construction of sanitary facilities through community participation (JOCV). • Promotion of improved stoves "kamado" (Development Study/JOCV). • Guidance for lifestyle improvement to village women (Partnership Program/Group Training).
Ensuring the access to safe water for the poor	<ul style="list-style-type: none"> Promotion of participation in formulation of plans to develop water supply systems. Development of water supply facilities through community participation (installation of wells, water systems) . Maintenance and management of water supply facilities through community participation (protection from livestock excreta). 	92 75 75	<ul style="list-style-type: none"> • Preservation of water quality through community participation (Technical Cooperation Project/JOCV). • Strengthening of water management associations (Grant Aid/Technical Cooperation Project).
Promotion of maternal and child health care for the poor	<ul style="list-style-type: none"> Promotion of family planning. Promotion of maternal and infant health check-ups. 	62, 66, 72 62, 66, 72	<ul style="list-style-type: none"> • Development of education materials for family planning, maternal and child health (Technical Cooperation Project). • Maternal and infant medical examinations (Technical Cooperation Project).

Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
Improvement of measures against diseases for the poor	Distribution of contraceptives for the prevention of sexually transmitted diseases. Promotion of oral rehydration salt (ORS). × Provision of counselling services at health posts.	62, 66	• Distribution of condoms (Grant Aid).
【Improvement of the poor's knowledge and awareness about health】			
* Knowledge about health care includes knowledge about infectious diseases, sanitation, family planning, maternal and child health care and improvement in nutrition			
Dissemination of knowledge about health to the poor	Implementation of campaigns and workshops on health, community training, distribution of pamphlets and other printed materials. × Development of systems (mechanisms) that provide health care information to the community. Individual home visits by public health nurses. Promotion of knowledge on health care through community organizations. × Encouragement and prompton of production of highly nutritious crops by communities.	10, 62, 66 66 5, 72, 75 32	• Educational activities through videos and puppet shows (Technical Cooperation Project). • Provision of health care information through community meetings (Technical Cooperation Project). • Community education (Technical Cooperation Project).

Mid-term Objective 3-3 Improvement of Living Conditions of the Poor			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Formulation and implementation of policies and systems to improve living conditions of the poor】			
Understanding of actual living conditions of the poor	[See Mid-term Objective 1-1 Examples of Activities]		
Formulation of policies to improve living conditions from the viewpoint of poverty reduction	[See Mid-term Objective 1-1 Examples of Activities]		
Development of systems to improve living conditions for the poor	× Ensuring land ownership and occupancy rights of the poor. × Development of housing loan policies and programs.		
Promotion of participation of the poor in decision-making process	[See Mid-term Objective 1-1 Examples of Activities]		
Capacity development to implement the above-mentioned policies and systems	[See Mid-term Objective 1-1 Examples of Activities]		
【Expansion of services to improve living conditions of the poor】			
Extension of electric power to communities	Promotion of small-scale power generation using solar energy, mini-hydropower and wind power. × Expansion of power distribution grid within communities. Maintenance and management of small-scale generation facilities by the community. × Fostering and strengthening of community based organizations to maintain and manage facilities.	86 86	• Formulation of plans for projects on rural electrification (Development Study). • Recommendations on management by community-organized electrification committees/cooperative associations and NGOs (Development Study).
Improvement of community roads	× Promotion of road construction projects with community participation.		
Improvement of sanitary conditions of the poor	[Same as "Improvement of sanitary conditions of the poor" under 3-2 "Improvement of health conditions."]		
Ensuring the access to safe water for the poor	[Same as "Ensuring the access of safe water for the poor" under "3-2 Improvement in health conditions."]		

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

Development Objective 4
Reduction of External Threats and Enhancement of Capacity of the Poor to Cope with Shocks

Development Objective 4 Reduction of External Risks and Enhancement of Capacity of the Poor to Cope with Shocks

The poor are vulnerable to shocks from natural disasters, conflicts, economic crises and infectious diseases, and tend to suffer extreme damages. For instance, many of them live in areas which are easily damaged by disasters, and they are extremely vulnerable to shocks due to the low incomes. In addition, because of the poor conditions of nutrition and sanitation, they are more susceptible to infectious diseases, and once infected, they often cannot afford to receive medical services. Various types of shock cause not only economic, but also physical and mental harm, and even threaten the lives of the poor. The family which lost its breadwinner should fall into more severe poverty. It is absolutely imperative for poverty reduction to develop and implement policies and institutions that will enhance the capacity of the poor and also reduce the impact of various shocks on the poor. (Mid-term Objective 4-1 Strengthening Natural Disaster Management for the Poor, Mid-term Objective 4-2 Special Attention to the Poor under the Post-conflict or Highly Tense Situations, Mid-term Objective 4-3 Reduction of Economic Vulnerability of the Poor, Mid-term Objective 4-4 Risk Reduction for Infectious Diseases among the Poor).

Mid-term Objective 4-1
Strengthening Natural Disaster Management for the Poor

Mid-term Objective 4-1 Strengthening Natural Disaster Management for the Poor

In general, majority of poor people live in areas that are susceptible to natural disasters. However, disaster prevention plans are rarely made with a clear understanding on these conditions. So in many cases there are insufficient policies, institutions, organizations and human resources that would prevent or reduce the shock suffered by the poor. It is, therefore, **necessary to develop policies and institutions that would minimize the effects of natural disasters and set up disaster prevention systems (including development of facilities), based on an understanding of the actual conditions of the poor.**

There are also problems in terms of lack of knowledge, capacity of the poor themselves and support systems for preventing or reducing the shock from disasters. For instance, the poor often increase their own vulnerability to floods, droughts and other natural disasters by excessively cutting down trees and using slash-and-burn farming to earn their living.

In order to improve the capacity of the poor themselves to cope with natural disasters, the following approaches are required:

- **To foster and strengthen mutual-aid networks.**
- **To enhance knowledge and skills about disaster prevention.**
- **To support the poor to keep their livelihood without overusing**

- Required Approaches:
- Disaster prevention policies and institutions based on the actual conditions of the poor
 - Strengthening of coping capacity of the poor against natural disasters
 - Emergency assistance and reconstruction assistance that reaches the poor

natural resources.

In case of actual disasters, quick assistance that directly reaches poor people is needed. After the disaster it is necessary to restore the socio-economic infrastructure and provide subsidies to the affected people so that they can return to their normal lives.

JICA's Activities:

- Several projects for anti-disaster measures
- Comprehensive assistance including capacity development of the poor are needed

JICA's Activities

JICA has carried out many projects on anti-disaster measures, including: 1) formulation of disaster prevention policies; 2) development of disaster prevention facilities such as embankments, drainage systems and afforestation against flooding and landslides; 3) strengthening of mutual-aid associations, in order for the poor to cope appropriately with natural disasters and educational activities to develop knowledge about disaster prevention; 4) emergency assistance after disasters such as supply of water and food for the poor and restoration of the basic infrastructure and 5) reconstruction and development of social and economic infrastructure damaged during natural disasters.

In order for the poor to cope appropriately with natural disasters, along with human resource development and improvement of the environment, comprehensive assistance which includes capacity development of the poor is necessary. JICA has experience of projects aimed at supporting both sustainable livelihoods of the poor and conservation of natural environment in cooperation with the local community groups, NGOs and government agencies. For example, JICA has cooperated with multiple actors (NGOs and CBOs) specialized in the disaster or healthcare sector (e.g. Chisapani Community Development and Disaster Prevention Program in Nepal) and also has combined multiple schemes (e.g. Community Development and Forest/Watershed Conservation Project and Greenery Promotion Cooperation Project in Nepal).

Mid-term Objective 4-2 Special Attention to the Poor under the Post-conflict or Highly Tense Situations

Mid-term Objective 4-2 Special Attention to the Poor under the Post-conflict or Highly Tense Situations

An armed conflict threatens the very lives of the poor and impoverishes them further by destroying their vulnerable assets of productive and economic activities. In many cases, the poor families who have either lost or injured their husbands or fathers due to conflict suffer the most severe damages, because of the lack of the main work force. It is necessary to give special attention to these victims of conflict, viz. widows, orphans, people with disabilities, returnees, etc. They are sometimes marginalized and not precisely positioned as beneficiaries of the governments' or other donors' support in post-conflict situations. Other poor people, on the other hand, are also in great difficulty, so **the well-balanced**

Required Approaches:

- Support plan based on the social and conflict analysis
- Peacebuilding programs
- Prevention of recurrence of the conflicts

plan of support which is based on the social and/or conflict analysis is very important to conduct aid activities.

Highly tense post-conflict countries or areas often lose their traditional, social and judicial mechanisms for mediation and reconciliation and it easily leads to armed conflicts. At times, politicians and parties may even provoke ethnic sentiments and encourage conflicts inherent in an unstable society for their political goals. The poor are usually dragged into these circumstances and damaged irreparably by it. The programs for peacebuilding, like developing an appropriate judicial system, a fair-minded police system and a democratic media are also important from the view of the protection of the poor.

To prevent recurrence of the conflicts, a support for post-traumatic care of the people and reconciliation of the remaining confrontation among some groups in a community are indispensable. The poor should be the main stakeholder and beneficiary of these activities as they are the most affected people.

JICA's Activities:

- Comprehensive reconstruction approaches in post-conflict countries

JICA's Activities

JICA has been putting efforts into assistance for comprehensive reconstruction approaches in post-conflict countries. In East Timor and Afghanistan, JICA has been proactively carrying out reconstruction projects of health and education facilities, waterworks, roads and etc. focusing on the stabilization of life and dividend of peace for the citizens.

In Cambodia, JICA and local NGOs have carried out the victim-centered assistance to reintegrate the victims of conflicts into society. (e.g. Social Services Project for Self-Reliance of the socially vulnerable people in Cambodia), and also conducted training to deepen the understanding of communities and governments towards the victims and to create good relations and communications between the victims and society. (e.g. Psychosocial and Mental Health Care Project in Cambodia)

JICA has some constraints while conducting Emergency Humanitarian Relief in or immediately after the conflicts, but it is possible to provide support for refugees or IDPs in the surrounding area of the conflicts. In that case, the menu lists of the support are almost same as in the case of natural disaster; shelters, foods, water and sanitation, health, and basic infrastructures, etc. While conducting the relief program, it is essential to remember that planning from the mid-and long-term perspective is necessary because in many cases it would be difficult for refugees and IDPs to return to their home even after the cease-fire.

**Mid-term
Objective 4-3
Reduction of
Economic
Vulnerability of the
Poor**

Required Approaches:

- Social security systems that reach the poor.
- Financial services targeting the poor
- Public works
- Organization of the poor, strengthening of networks

JICA's Activities:

- Countermeasures against the Asian Financial Crisis
- Emergency assistance, system development that minimize risks, and empowerment of the poor should be combined

Mid-term Objective 4-3 Reduction of Economic Vulnerability of the Poor

The poor who have little financial savings and no steady jobs are economically vulnerable. In particular, once economic crises arise, developing countries have little choice but to adopt austerity policies for economic reconstruction. As a result, subsidies on food, education, healthcare and others that directly relate to the people's lives are cut and commodity prices rise sharply. Such situations cause serious damage to the poor and create political unrest primarily amongst the poor.

Effective measures for reducing the economic vulnerability of the poor are as follows:

- Identification of target groups for the **social security systems so that the poor surely can receive benefits.**
- **Mechanisms to inform the poor what kinds of systems are available and how to use them.**
- **Financial services available for the poor without collateral** in order to supplement diminished income and secure the necessary money for their living in economically difficult situations.
- Offering job opportunities in **public works for the unemployed poor people.**

To strengthen the capacities towards economic risks, the poor themselves should strengthen mutual-aid associations and networks with governments and NGOs so that they can receive necessary assistance in case of financial difficulties.

JICA's Activities

JICA provided assistance to ASEAN countries to cope with the Asian Financial Crisis that started in July 1997 with the sudden depreciation of the Thai Baht, mainly through Dispatch of Individual Experts and JICA Partnership Programs.

For example, in Indonesia, where a large number of people lost their jobs due to the economic crisis and there was an increase in social unrest, JICA dispatched experts to provide recommendations for the formulation of job security systems and experts to improve the healthcare conditions of the poor living in remote islands. In the Philippines, JICA provided assistance to NGOs engaged in prevention and treatment of tuberculosis for the poor.

From a poverty reduction perspective, JICA has certain experience in the development of public health insurance systems, fostering and strengthening of community mutual-aid associations that minimize risks caused by economic crises and the promotion of partnerships of these associations with governments and NGOs.

A broad range of assistance activities are required to reduce the economic vulnerabilities of the poor, from emergency assistance that alleviates imminent risks to the long-term perspective measures such as the development of social security systems to minimize risks and the empowerment of the poor themselves. JICA should provide assistance, effectively combining these measures according to the needs.

**Mid-term
Objective 4-4
Risk Reduction for
Infectious Disease
among the Poor**

**Mid-term Objective 4-4 Risk Reduction for Infectious
Diseases among the Poor**

The poor are undernourished and live in unsanitary conditions and they are, therefore, susceptible to infectious diseases. However, when they become infected, they are often not able to receive satisfactory medical services.

Basic measures for this Mid-term Objective are the same as the Mid-term Objective 3-2 “Improvement of Health Conditions of the Poor.” In addition, to **deal with rapidly spreading infectious diseases, it is necessary to quickly and accurately grasp the situation of outbreak and take appropriate measures.**

To reduce the damage of infectious diseases, the following measures are necessary: free immunization for the poor; improvement of sanitary conditions; provision of medical services for the patients.

The poor are faced with a significant loss of income in the case when the patient is the breadwinner of the family or when the family members must spare time for nursing and bear the cost of treatment. So, **compensation for the patients and bereaved family members should be taken into consideration.**

Required Approaches:

- Prompt grasp of the outbreak conditions of infectious disease
- Compensation to patients and surviving family members

JICA's Activities

JICA has a lot of experience in providing assistance to alleviate risks from infectious diseases. Roughly classified, JICA's assistance in this area includes: 1) assistance to healthcare institutions and NGOs that deal with infectious diseases (provision of medical equipment and human resource development) and 2) health education and healthcare treatment for the poor who are exposed to the high risk of infectious diseases (or the patients themselves).

In general, as compared to urban areas there are few clinics or hospitals in rural areas. Therefore, many of the poor cannot receive healthcare services when they need. In the light of this situation, JICA has carried out assistance, through cooperation with local government agencies and NGOs, to provide healthcare services and information to the poor who live in areas where medical institutions are difficult to access (e.g. Project for Tuberculosis Control in Impoverished Regions in China). In addition to direct assistance to the poor, JICA is also assisting in institution building and human resource development (local government agencies and NGOs) with the goal of enabling the poor to receive appropriate and continuous healthcare services. (e.g. AIDS Prevention and Care Through Community Organizations in Northern Thailand).

JICA's Activities:

- Provision of medical equipment and human resource development of healthcare institutions and NGOs
- Health education and healthcare treatments for the poor

Development Objective 4 Reduction of External Risks and Enhancement of Capacity of the Poor to Cope with Shocks

Mid-term Objective 4-1 Strengthening Natural Disaster Management for the Poor			
**"Natural disasters" include floods, earthquakes, typhoons, droughts, cold weather damage, wind and flood damage.			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Formulation and implementation of disaster prevention policies from the viewpoint of poverty reduction】			
Understanding of actual living conditions of the poor	Survey of actual conditions of the impoverished areas.	89, 92	<ul style="list-style-type: none"> • Gathering and analysis of information related to basic technology required for forest conservation and restoration of devastated forests (Technical Cooperation Project).
Formulation of disaster prevention policies from the viewpoint of poverty reduction	Formulation of disaster prevention policies based on the actual conditions of the poor.	89, 90, 92	<ul style="list-style-type: none"> • Formulation of projects on activities for forest preservation and afforestation to prevent erosion (Technical Cooperation Project).
Development of disaster prevention systems for the poor	<ul style="list-style-type: none"> × Development of emergency relief (including medical) systems in case of disasters. × Development of food reserve programs and food distribution programs targeting the poor. 		
Promotion of participation of the poor in policy-making process	[See Mid-term Objective 1-1 Examples of Activities]	89	Conservation of forests and rural resources through community participation (Technical Cooperation Project).
Capacity development to implement the above-mentioned policies and systems	[See Mid-term Objective 1-1 Examples of Activities]	89, 90 87	Training on forest management for local administrative organizations and government officials. (Technical Cooperation Project)
【Strengthening of disaster prevention systems】			
Development of disaster prevention facilities	<ul style="list-style-type: none"> Development of embankments and drainage facilities (flood measures). Development of water reservoirs and irrigation facilities (drought measures). Afforestation (measures against landslides, floods and droughts). × Establishment of windbreak forests (measures for gale winds). 	89	<ul style="list-style-type: none"> • Feasibility study on construction for the prevention of riverbank erosion (Development Study). • Formulation of a master plan for irrigation development (Development Study). • Conservation of forests and rural resources through community participation (Technical Cooperation Project).
Development of human resources to carry out emergency relief	<ul style="list-style-type: none"> × Development of human resources engaged in firefighting and healthcare. Fostering of civil society organizations engaged in emergency relief. 	101	
【Capacity development of the poor to cope with disasters】	<ul style="list-style-type: none"> Fostering and strengthening of mutual-aid associations. Improvement of knowledge about disaster prevention. Diversification of crops, selection of disaster-resistant crops. Adoption of cultivation methods resistant to natural disaster (such as deep tillage). 	91 90, 91 93	<ul style="list-style-type: none"> • Creating community organizations and providing technical guidance for activities to reduce soil erosion. • Promotion of knowledge on development of forest resources for sustainable use (Technical Cooperation Project). • Development of afforestation model regions with the goal of poverty alleviation for minority regions (Technical Cooperation Project).
【Emergency relief in case of disasters】	<ul style="list-style-type: none"> Establishment of evacuation areas and facilities for the poor affected by disasters. Provision of water, food and medicine for the poor affected by disasters. × Improvement of sanitary conditions in disaster-affected areas. × Promotion of reconstruction activities through citizens' participation. Reconstruction of basic infrastructure (roads, water supplies). 	101 92	<ul style="list-style-type: none"> • Dispatch of disaster relief teams. • Plans for community construction that considers disaster prevention for impoverished regions that have been damaged in earthquakes (Development Study).
【Reconstruction and development after disasters】	<ul style="list-style-type: none"> Development of socio-economic infrastructure. × Development of subsidy systems for the poor affected by disasters (provision of subsidies). 	92	

Mid-term Objective 4-2 Special Attention to the Poor under the Post-conflict or Highly Tense Situations			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Conflict prevention】 * Essentially the same as "Protection of Human Rights" in Mid-term Objective 1-3.			
Strengthening of mechanisms to coordinate interests	Fair judiciary and policing. x Improvement of access to judicial systems (judicial assistance programs, human rights protector programs and support from civil society organizations). x Promotion of participation of actors, including the poor, in the decision-making process.		
Improvement of consciousness towards peace in all citizens	x Provision of peace education (reconciliation for opposing groups, education on human rights and gender, etc.). x Fostering of civil society (Fostering of CBOs and local NGOs).		
【Provision of humanitarian assistance during conflicts】	x * Essentially the same as "Implementation of emergency relief" in Mid-term Objective 4-1.		
【Reconstruction and development after conflicts】 * Essentially the same as "Reconstruction and development" in Mid-term Objective 4-1.	Assistance to disaster victims (victims of physical and psychological damage, orphans, widows, refugees, internally displaced people, child soldiers and street children). Repatriation assistance for refugees and soldiers. Development of basic infrastructure (including clearing of land mines).	94, 95 98 96, 97	<ul style="list-style-type: none"> • Healthcare for those affected physically or psychologically during the post conflict period (Development Welfare Assistance). • Formulation of rural development plans with the aim of settling discharged soldiers and improving living conditions (Development Study). • Improvement of economic and social infrastructure including health and hygiene, education, media and markets damaged by conflicts (Development Welfare Assistance, Grant Aid).

Mid-term Objective 4-3 Reduction of Economic Vulnerability of the Poor			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Development of social security systems】			
Identification of beneficiaries	Development of information about the poor.		
Expansion of the social security systems	Development of a public insurance system (unemployment insurance, health insurance). x Expansion and improvement of private insurance (including mutual assistance). x Development of social welfare systems. x Development of cash allowance and food supply programs.		<ul style="list-style-type: none"> • Survey to understand actual conditions and organize issues regarding health insurance programs and employment insurance programs (Project Formulation Study).
Strengthening of access to health insurance systems	x Establishment of systems to provide information regarding insurance systems.		
【Provision of financial services】	Fostering of micro-finance institutions. x Establishment of social funds.	37, 38, 44	<ul style="list-style-type: none"> • Guidance on capacity building for microfinance institutions (Dispatch of Experts and JOCVs).
【Employment of the poor in public work】	x Infrastructure development, facility construction and afforestation by the poor.		
【Strengthening of community mutual-aid associations】	Fostering and strengthening of community mutual-aid associations. Relationship-building between community mutual-aid associations, governments and NGOs.	5, 37 5, 37	<ul style="list-style-type: none"> • Fostering and strengthening of community organizations in impoverished regions (Dispatch of JOCVs).

Mid-term Objective 4-4 Risk Reduction for Infectious Diseases among the Poor			
* Essentially the same as "Improvement of Health Conditions of the Poor" in Mid-term Objective 3-2			
Sub-targets of Mid-term Objectives	Examples of Activities	Case No.	JICA's Main Activities
【Formulation and implementation of measures against infectious diseases from the viewpoint of poverty reduction】			
Understanding of the conditions of outbreak of infectious diseases	Surveys on the actual conditions of outbreak of infectious diseases.		
Formulation of measures against infectious diseases from the viewpoint of poverty reduction	Development of measures for preventing infectious diseases that has effects on the poor (immunization, improvement in sanitary conditions). × Development of systems to compensate the patients and bereaved family members.	63, 64, 67, 69, 75, 79	• Training for experts on tuberculosis control measures (Development Welfare Assistance).
Strengthening of emergency systems against infectious diseases	× Establishment of emergency medical systems and fostering of the necessary human resources. × Strengthening of systems to supply medicines to the poor who are affected. × Care and assistance for the patients and bereaved family members.		
【Improvement of capacity of the poor to cope with infectious diseases】			
Improvement of knowledge and awareness of the poor about infectious diseases	Promotion of knowledge about infectious diseases (campaigns, community training, home visits by healthcare staff).	63, 64, 76, 77	
Improvement of coping capacity of the poor in emergencies	× Strengthening of community mutual-aid associations.		

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

