



**International Cooperation Bureau  
Ministry of Foreign Affairs**

Kasumigaseki 2-2-1, Chiyoda-ku, Tokyo 100-8919, Japan Tel:03-3580-3311  
<http://www.mofa.go.jp/mofaj/gaiko/oda>

# Gender Mainstreaming *in* **ODA**



C O N T E N T S

<b>Gender and Development</b>	<b>1</b>
• What is gender?	
• Background of gender and development	
• What is Gender Mainstreaming?	
• Japan's actions	
• Overview of Initiative on GAD	
<b>Basic Approaches to Gender Mainstreaming</b>	<b>4</b>
• Strengthening integration of gender equality perspective in aid policy	
• Strengthening gender analysis and promoting women's participation	
• Assistance for policies and systems that advance gender equality	
• Strengthening collaboration with the international community and NGOs	
• Organizational and institutional capacity building	
<b>Sector Specific Initiatives from Gender Mainstreaming Perspective</b>	<b>7</b>
• Poverty reduction	
• Sustainable growth	
• Initiatives to address global issues	
• Peace building	
<b>Glossary</b>	<b>10</b>

# Gender and Development

## What is gender?

Gender is a socially and culturally constructed sexuality that includes notions of "masculinity", "femininity", "male roles", and "female roles".

## Background of gender and development

Moving into the 21st century, the situation surrounding people in developing countries is undergoing substantial changes. The progress of economic and political globalisation provided women in developing countries with opportunities of employment and capacity building. Gender disparity has been significantly reduced in social, economic and political aspects in the 1990s. At the same time, however, there has been a growing need for addressing global issues that negatively affect women and children in particular, for example, conflicts, terrorism, generation of refugees, spread of infectious diseases including HIV/AIDS, human trafficking in persons, large-scale natural disasters including earthquakes, tsunamis and floods, and environmental problems. Furthermore, since gender inequality still persists, it is recognised that promoting gender equality and women's empowerment as well as undertaking activities with gender per-

spective are crucial in the joint effort of international community toward the achievement of the Millennium Development Goals (MDGs).

In the field of international cooperation, "Gender and Development (GAD)" approach has become increasingly important since the 1980's in addition to "Women in Development (WID)", a development approach focusing on improving the status of women in developing countries. The GAD approach seeks to analyse the causes of gender inequality within the context of relations between women and men and social structure, and to change stereotyped division of labour as well as institutions and systems that bring about gender disparity. The GAD approach emphasises empowerment of women who are economically and socially disadvantaged, while paying due consideration to the role of men in eliminating gender inequality. Since the "Fourth World Conference on Women" held in 1995, the international community has attached importance to "gender mainstreaming" as a way of firmly establishing the GAD approach.

## What is gender mainstreaming?

Gender mainstreaming is a process in which women's and men's development challenges and needs as well as development impacts on both men and women are clarified throughout the process of policy

formulation, project planning, implementation, monitoring and evaluation on the premise that all policies, interventions, and projects have different impacts on men and women. There have been cases in the past in which development policies, programs and projects that were considered to be gender neutral have brought different consequences for men and women. Therefore, it is important to incorporate gender equality perspective into all the development policies including those not directly targeted at women. Development assistance can be implemented more effectively and efficiently by adequately addressing the differences in livelihood situations and needs of both men and women as a part of planning and implementation. In the process of gender mainstreaming, formulation and implementation of laws, policies, interventions and projects in all fields such as political, economical or social will be monitored and evaluated bearing in mind that men and women participate in and benefit from development equally and existing gender inequality is not perpetuated.

## Japan's efforts

Japan supports a series of international commitments that aim at achieving women's empowerment and gender equality, including the "World Plan of Action" adopted at the World Conference of the International Women's Year (1975), the "Convention on the Elimination of All Forms of Discrimination against Women" (1979), the "Beijing Declaration and Platform of Action" (1995) and the United Nations' "Millennium Declaration" (2000). In Japan, the "Basic Law for a



Gender-equal Society" was enacted in 1999, which stipulates that the Japan shall make efforts to take necessary measures for promotion of international cooperation related to creation of a gender-equal society. With respect to Japan's Official Development Assistance (ODA) policy, the "Initiative on Women In Development (WID)" was announced in 1995, after which assistance has been provided with main focus on the three priority areas of education, health, and economic and social participation of women, and efforts have been made to integrate women into the development process through contributions to multilateral organisations and bilateral assistance. In August 2003, Japan revised the "ODA Charter", the basic document on Japan's ODA, which stipulates assurance of fairness as one of the basic policies and referred to the importance of incorporating a gender equality perspective. In February 2005, the new "Medium-Term Policy on ODA" was adopted in accordance with the "ODA Charter".

With the purpose of promoting gender equality in development more effectively, Japan has thoroughly reviewed the "Initiative on WID" introduced in 1995, to announce the "Initiative on GAD (Gender and Development)", in accordance with the "ODA Charter" and the "Medium-Term Policy on ODA". The new Initiative articulates Japan's specific actions based on gender mainstreaming in order to strengthen Japan's ODA assistance to developing countries' efforts to achieve gender equality and women's empowerment with full respect for their ownership.

## The Initiative on GAD : Points of Revision from WID to GAD

### The Initiative on WID

**Women's participation in and their benefits from development**  
Assistance aimed at the empowerment of women

#### Three Priority Areas

- Education
- Health
- Economic and Social Participation

### The Initiative on GAD

Equal participation of **women and men**  
Assistance with consideration for different needs and development impacts of **women and men**

#### Mainstreaming Gender in ODA

at every phase...  
ODA policies, planning, implementation, evaluation

in every area...  
• Perspective of Human Security

Specific actions for Priority Issues:  
Poverty Reduction  
Sustainable Growth  
Addressing Global Issues  
Peace-building

## Initiative on GAD (Gender and Development)

< Summary >

### 1. Objectives

Sectoral assistance policy under the ODA Charter and the Medium-term Policy on ODA  
The policy paper to integrate gender perspective into every phase of Japan's ODA implementation  
Support for efforts of developing countries' own for the achievement of gender equality  
To be announced on the occasion of Beijing+10, the 49th meeting of UN Committee on Status of Women

### 2. Basic Principles

Importance of paying due attention to gender-equality stated in the ODA Charter and the Mid-term Policy  
Revision of the "Initiative on WID", whose targets might be taken to be rather limited implication, as "only for women" or "only for the three priority areas: education, health and economic and social participation".  
Importance of the integration of gender perspective into planning of policies and measures that are not focusing on women's benefit as a main purpose.  
Importance of understanding differences between women and men in their condition of lives and needs, and considering them in the implementation of ODA  
Enforcing Japan's support for efforts of developing countries toward the promotion of gender equality and women's empowerment.

### 3. Basic Approaches to Gender Mainstreaming

- For integrating gender perspective into every phase of Japan's ODA implementation
- (1) Strengthening integration of gender equality perspective in ODA policies
    - To reflect on Country Assistance Programs and policies for priority issues and specific sectors
    - To share issues concerned with developing countries on occasions such as policy consultation
  - (2) Strengthening gender analysis and promoting women's participation
    - To enhance ex-ante evaluation with gender perspective
    - To support women's participation in decision-making processes of policy development and planning and implementation of projects
    - Monitoring and evaluation of mid-term and ex-post stages of projects and their effective feedback
  - (3) Assistance for policies and institutions that promote gender equality
    - To support efforts of developing countries such as capacity building of national machineries and development of laws and systems
  - (4) Strengthening cooperation with the international community and NGOs
    - To enhance support for areas in which Japan's accumulation of knowledge and experience is not enough
    - Information sharing about gender issues and statistics in the country
  - (5) Organizational and institutional capacity building
    - To enhance gender training for officers and people engaged in projects
    - System development to promote gender mainstreaming

### 4. Sector Specific Actions from Gender Equality Perspective

- To present examples of specific actions to integrate gender perspective in Japan's assistance through multilateral and bilateral cooperation in four priority areas stipulated in the ODA Charter
- (1) Poverty Reduction: education, health, rural development and agriculture
  - (2) Sustainable Growth: infrastructure, economy and labor
  - (3) Addressing Global Issues: environment, human rights and violence
  - (4) Peace-building: emergency humanitarian assistance, post-conflict reconstruction and development, and prevention of conflict and its recurrence

# Basic Approaches to Gender Mainstreaming

Through this initiative, Japan has been seeking to promote gender mainstreaming broadly in its ODA and throughout the process of needs assessment, policy formulation, project formulation, implementation, monitoring and evaluation. The following outlines Japan's basic approaches to gender mainstreaming.

### Strengthening integration of gender equality perspective in ODA policies

When formulating Country Assistance Programs and sector/issue specific policies on ODA, gender equality perspective will be fully taken into account. Issues

relating to gender equality in developing countries will be shared with the recipient countries through such occasions as policy dialogues. In order to realise assistance that are tailored to the specific situation of each country, efforts will be made to have a full understanding of sex disaggregated basic data, gender related issues, and corresponding actions of the developing country.

### Case Example

### Kilimanjaro Agricultural Training Center Phase II Project in Tanzania

In Tanzania, irrigation project areas for which basic facilities are now complete as a result of aid from donor countries outnumber 150. However, these have not been fully functional, owing to inadequate rice farming technology, poor operation and maintenance of irrigation facilities, together with a lack of farmers' organisations. Furthermore, despite the fact that women account for a higher proportion of those engaged in agricultural work, social norms such as responsibility for household and child-rearing duties prevented them from taking part in training courses to facilitate the introduction of rice farming technology. Therefore, the project incorporates the perspective of gender into the contents of the training program. Specifically, the two aims of the project are to achieve a fair division of labour between men and women in production (activity with a market value) and reproductive activities (household duties and activities other than production); and grant all men and women equal access to and management over household income and expenditures.

The focus was placed on alleviating the heavy workload of women who were engaged in both household duties and agricultural work, such as collecting firewood and weeding fields, by promoting the adoption of improved heat-efficient furnaces and simple weeding machines. Following the adoption of weeding machines that contribute to the improvement

of productivity, men began to actively help with weeding. As a result, this kind of technology allows men and women alike to reduce their burdens and work time, allowing them to devote time saved on labour to other activities.

Moreover, along with gender training designed to raise awareness of male/female inequality, household budget training was also conducted in order to enable men and women to manage the household budget together. As a result of these initiatives, agricultural technology was set in place, with the additional effect of increasing the motivation to work of both men and women. This, in turn, has led to an improvement in the productivity of rice farming, achieving the objective of the project. [ Technical Cooperation Project ]



Training course participants

### Strengthening gender analysis and promoting women's participation

The factors that affect gender inequality are a complex combination of economic structure, politics, culture, society, history, and geography specific to that country and region. Therefore, to attain impact that are equitably beneficial for both women and men, sex-disaggregated information on beneficiary groups, needs, project impact should be assessed during the project planning process. From this perspective, integration of

gender perspective into ex-ante evaluation will be strengthened and studies for analysing women's social and economic roles and situations will be implemented as needed. At the same time, considerations will be given to promote women's as well as men's participation in decision making at the stages of planning and implementation ODA policies and projects that may affect their lives. In addition, efforts will be made at the stages of project implementation and post-completion to conduct monitoring, evaluation and effective feedback based on gender perspective.

*Case Example 1*

### Assistance for policies and institutions that promote gender equality

It is important to assist the self-help efforts of developing countries towards realising international commitments to achieve empowerment of women and gender equality such as the "Beijing Declaration and Platform of Action" and "Convention on the Elimination of All Forms of Discrimination against

Women". From this standpoint, assistance will be provided to support the efforts of developing countries in such areas as follows; formulation of national policy on advancement of women; institutional strengthening of national machinery; establishing legal and institutional framework from a gender perspective; upgrading gender statistics; gender awareness raising of government officials through gender training.

*Case Example 2*

### Case Example 2 Gender Sensitive Budgeting (GSB) Planning Assistance

This program analyzes the different ways in which the formulation of government budgets affects men and women and supports capacity-building on the part of the governments for the sake of GSB in planning, implementing and evaluating budgets designed to lead to gender equality. In regions such as Europe, CIS and Asia-Pacific, GSB training courses have been held for approximately 90 specialists and government officials involved in policy planning and implementation. Specialists who have received this training are promoting programs to implement GSB in Nepal, Russia, Bosnia and Tajikistan. For example, in Nepal the Ministry of Finance has convened a committee on GSB and intensified audit work on GSB. With the cooperation of the United Nations Development Fund for Women (UNIFEM), assistance

in promoting GSB in local budgets has begun in Russia. GSB is an effective support tool to promote gender equality, and it is expected that initiatives in these countries will continue to be followed up and applied in other countries. [ UNDP Partnership Fund ]



Moscow Workshop group photograph

### Strengthening cooperation with the international community and NGOs

Cooperation with other development partners including other donor countries, international aid organisations, universities, educational and research institutions, NGOs and civil society at both home and abroad will be strengthened. Through cooperation with other partners, Japan will seek to strengthen its assistance in fields in which it has insufficient knowledge or experience and to share gender-related information

in developing countries including gender statistics. In addition, through cooperation among educational and research institutions in Japan and in developing countries including gender research centres and women assistance centres, application of Japan's know-how in the operation and management of such centres will be promoted. South-South Cooperation will be supported to promote a sense of ownership and partnership among developing countries.

*Case Example 3*

### Organisational and institutional capacity building

In order to implement this initiative, actions will be taken to raise awareness regarding gender related issues among Japan's development practitioners and to strengthen institutional capacity. For this purpose,

gender training to staff in ODA related ministries and agencies as well as to development practitioners will be strengthened and gender focal point will be designated at ODA related sections to promote gender mainstreaming. To monitor the progress and extent of gender mainstreaming, statistics on projects that incorporate a gender perspective will continue to be expanded and updated.

### Case Example 3 Aid Cooperation Between the Government of Japan and UNDP in Guatemala

Redression of gender disparities in primary education in Guatemala was a priority issue for many years. Japan and UNDP extended various types of assistance to enable the Guatemala Ministry of Education to address this important task. Japan constructed school buildings and dispatched experts from JICA, invited overseas personnel for training courses in Japan, assisted the capacity building of educational administrative institutions and helped to train teachers and other personnel. Meanwhile, UNDP extended support to the Guatemala Ministry of Education at the level of policy, enabling it to promote reforms of the education system that would help to redress gender disparities in education. The building of infrastructure and support of human resources development by Japan combined with policy support by UNDP has created a synergistic effect in redressing gender disparities in

Guatemalan primary education, thereby making a substantial contribution to the realization of the objective.

**Grassroots Human Security Grant Aid  
Technical Cooperation (Dispatch of Experts)  
UNDP/Japan WID Fund\***

\*UNDP/Japan WID Fund was integrated in October 2003 with the Japanese Human Resources Development Fund and ICT Fund to become the UNDP Partnership Fund.



Lecture in progress

# Sector Specific Actions from Gender Equality Perspective

Japan has been actively addressing the priority issues stipulated in the “ODA Charter” and the “Medium-Term Policy on ODA” bearing in mind that gender is a cross-sectoral issue. In these efforts, the perspective of “human security” which places the focus on individual human beings, is important.

## Poverty reduction

Poverty is an issue that requires a multi-dimensional response. Poverty is caused by economic factors such as low income and expenditure, but is also caused by social and political factors as exemplified by lack of access to basic social services such as education and public health and lack of opportunities to participate in the decision making process. Gender inequality persists

in many aspects such as economy, society and politics. It is said that among the 1.1 billion people who are poor about 70% are women, and women account for two thirds of illiterate population in the world. Therefore, in formulating policies and projects aiming at poverty reduction, Japan will give consideration to improve women's access to a variety of services and welfare opportunities and promote participation of women in the decision making process so that women and men can equally benefit.

*Case Example 4*

*Case Example 4*

### Project on the Assistance Plan for Small Producers in “El Soconusco” Region, the State of Chiapas, Mexico

The plunge in the international market price of the staple agricultural commodities of corn and coffee since the 1990s had a major impact on household income and expenditure of many small farmers in the Soconusco region of the state of Chiapas in Mexico, where these crops are being produced almost exclusively. Many men in the productive age bracket left their villages to find work, leaving women no choice but to engage themselves in farming, an activity traditionally carried out by men.

In response to this situation, Japan sought to construct a residents' participation rural development model at the community level by organising women into groups, targeting women in the agricultural district from the project planning stage and supporting administrative capacity building. Through this initiative, Japan was able to create a rural development

model in the state, encourage the consultation process between government and residents, and raise the awareness on the part of women that they could be the instruments of their own development.

[ Technical Cooperation Project ]



Improved heat-efficient furnaces

## Sustainable growth

Economic policies and development of socio-economic infrastructure for achieving sustainable growth may affect men and women differently. Therefore, if such policies or projects are planned and implemented without incorporating a gender perspective, it may not bring benefits to women, and in some cases it may even worsen the situation of women. It has

also become evident that infrastructure projects will become more effective and efficient by accurately analysing and taking into account the different living conditions and needs of women and men at the planning stage of projects. For these reasons, Japan will give consideration in the planning stage to have women and men participate equally in the decision making process and to have the benefits of its cooperation be shared equally by women and men.

*Case Example 5*

## Addressing global issues

Gender perspective must be incorporated in the actions to address global issues, including natural disasters that affect a wide area such as earthquakes and floods, environmental issues such as natural environment degradation and environmental pollution,

human right issues such as trafficking in persons and violence, and spread of infectious diseases including HIV/AIDS. In promoting actions against global issues, Japan will analyse the different needs of men and women, providing support to eliminating factors which may threaten women's living environment as well as traditions/customs which are harmful and discriminatory for women with the participation of both women and men.

*Case Example 6*

*Case Example 5*

### Greater Faridpur Rural Infrastructure Development Project in Bangladesh

The percentage of impoverished people in the Greater Faridpur area of Bangladesh is higher than the national average and rural development lags behind the rest of the country. One attributable factor is the undeveloped rural infrastructure, which hampers economic activities and access to basic services in social development.

This project, by encouraging the participation of women, supports the economic empowerment of impoverished women.

Specifically, in order for impoverished women to be

involved in the afforestation and shrub cultivation necessary to reinforce the edge of roads following the construction of roads, impoverished women are being organized into groups with the assistance of NGOs, and the necessary technical training programs for the afforestation work are being implemented. This project is expected to employ approximately 2,500 impoverished women for a two year period. Part of the payment for the employment period will be secured in deposits, with training being conducted in how to use the funds for opening businesses. Moreover, as for improvements in the rural market facilities, a women's section was set up within the market and support offered for the business operations of female proprietors in the local community, where currently most of retail stores are operated by men. It is expected that these efforts will lead to expansion of revenue opportunities for impoverished women in rural areas and poverty reduction in rural areas.

[ Loan aid ( Yen Loans ) ]



Women planting trees

## Peace-building

Conflicts bring about various problems such as creation of a large number of refugees and internally displaced persons, sexual violence and abductions in conflict situation, deprivation of rights and freedom, and damages from landmines and small arms. They affect women differently from men, as exemplified by the fact that women are more likely to be victims of violence. At the post-conflict stage, there are cases in which social integration of widows and discharged women soldiers receive lower priority, or women become

victims of physical violence from husbands who suffer from post-war trauma. Therefore, it is necessary to appropriately reflect the needs of women and men by taking actions that incorporate a gender perspective at all stages of peace-building assistance from emergency humanitarian assistance, post-conflict reconstruction and development assistance, to prevention of conflict and its recurrence. It is also important to treat women not merely as victims of conflicts, but also as a contributor to peace-building.

*Case Example 7*

### Case Example 6 Promotion of HIV/AIDS prevention in Zimbabwe, and Care of Children and Youths Infected with HIV/AIDS

In Zimbabwe women and girls have traditionally encountered difficulties in accessing information concerning reproductive health and family planning. As such, it is not easy for women to carry out family planning and take charge of other aspects of their own reproductive health.

Japan is cooperating in setting up camps to assist orphans and children affected by HIV/AIDS and in the promotion of education on HIV/AIDS. Specifically, efforts are being made to raise gender awareness on the part of community leaders in particular, by ensuring that whenever new projects are launched an arena is provided for discussions relating to gender, aimed at community leaders, children and youths. At these gatherings, children are given the opportunity to recite poetry and make speeches on the subject of gender, in order to enhance the effectiveness of the awareness campaign.

Such initiatives are expected to lead to a heightened awareness in respect of gender on the part of children and youths. [ Human Security Fund ]



Children being educated

### Case Example 7 Reconstruction Assistance in Afghanistan

While the protection of women's rights and gender equality in Afghanistan were guaranteed in law, the actual situation lagged



Women attending an information session

behind. To help redress this disparity, in 2001 the Government of Afghanistan established the Ministry of Women's Affairs, which designs policies aimed at gender mainstreaming. In support of such initiatives by Afghanistan, Japan dispatched experts to the Ministry of Women's Affairs to assist in institutional capacity building to enable the incorporation of gender mainstreaming at the policy level, working together with the minister in preparing budgets and formulating strategies. In addition, Japan is assisting in the establishment of local offices of the Ministry of Women's Affairs in rural areas, home to the majority of the population, to ensure that gender mainstreaming is implemented.

[ Technical Cooperation Project ]

## Glossary

WORD	MEANING
Gender	A socially and culturally constructed sexuality that includes notions of "masculinity", "femininity", "male roles" and "female roles".
Gender Mainstreaming	Gender mainstreaming is a process in which women's and men's development challenges and needs as well as development impacts on both men and women are clarified throughout the process of policy formulation, project planning, implementation, monitoring and evaluation on the premise that all policies, interventions, and projects have different impacts on men and women.
Millennium Development Goals (MDGs)	At the United Nations Millennium Summit held in September 2000 in New York, 189 UN member nations including 147 heads of state adopted the United Nations Millennium Declaration as the goals of the international community for the 21st century. The Millennium Declaration set several challenges such as peace and security, development, poverty, environment, human rights, good governance, special needs of Africa, and articulated a clear direction of the role of the UN in the 21st century. The Millennium Development Goals is a single common framework that compiles the UN Millennium Declaration and international development goals adopted at the many international conferences and summits held in the 1990s. The MDGs are comprised of 8 goals to be achieved by 2015: <ol style="list-style-type: none"> <li>1) Eradicate extreme poverty and hunger</li> <li>2) Achieve universal primary education</li> <li>3) Promote gender equality and empower women</li> <li>4) Reduce child mortality</li> <li>5) Improve maternal health</li> <li>6) Combat HIV/AIDS, malaria, and other diseases</li> <li>7) Ensure environmental sustainability</li> <li>8) Develop a global partnership for development</li> </ol>
Women In Development	The idea of acknowledging and being sensitive to the importance of the role and status of women in development and aid, and implementing aid with an emphasis on 3 priority areas of education, health and social participation of women.
Empowerment	"Empowerment" means to develop self-sustaining capacity by participating in the decision making process as an individual and/or as a social group.
Human Security	Human security means focusing on individual people and building societies in which everyone can live with dignity by protecting and empowering individuals and communities that are exposed to actual or potential threats. In concrete terms, this means protecting individuals from "fears," such as conflict, terrorism, crime, human-rights violation, displacement, disease epidemics, environmental destruction, economic crises and natural disasters, and "wants," such as poverty, hunger and lack of educational and health services, and empowering people so that they can choose and take action against these threats.
National Machinery	National machinery for the empowerment of women. Internal government organisations or private sector national organisations. Plays a central role in policy proposals, promotion and coordination of government ministry and agency activities, information exchange, and so forth.

Sources: Initiative on Gender and Development( GAD ) Government of Japan, 2005 )  
UNDP/Japan WID Fund 10th Anniversary Report( United Nations Development Program, 2005 )