

Approaches for Systematic Planning of Development Projects

Rural Development

May 2002

**Institute for International Cooperation
Japan International Cooperation Agency**

Approaches for Systematic Planning of Development Projects

- Basic Education
- Anti-HIV/AIDS Measures
- Promotion of Small and Medium
Enterprises
- Rural Development

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Institute for International Cooperation
Japan International Cooperation Agency

Since 2002, the Japan International Cooperation Agency (JICA) has referred to some of its schemes as “Technical cooperation projects”. However, in order to avoid confusion, this report uses conventional scheme names including “Project-type technical cooperation.”

Likewise, schemes for collaboration with NGOs such as the Community Empowerment Program and the JICA Partnership Program are used in this report, although they have been referred to as “Grass-roots technical cooperation” since the beginning of 2002.

This report is prepared based on the discussion and findings of the Study Committee on Approaches for Systematic Planning of Development Projects by the Japan International Cooperation Agency (JICA). The view expressed in the report are those of the members of the Study Committee and do not necessarily reflect those of JICA.

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Institute for International Cooperation (IFIC)

Japan International Cooperation Agency (JICA)

10-5, Ichigaya Honmura-cho,

Shinjuku-ku, Tokyo 162-8433 Japan

Foreword

The Japan International Cooperation Agency (JICA) has promoted the adoption of country-specific and issue-specific approaches by formulating JICA Country Programs, implementing JICA Project Request Surveys and drafting JICA Thematic Guidelines to devise more effective and efficient ODA operations. However, to further improve JICA Country Programs and cope with prioritized development issues requires appropriate formulation of programs and projects based on a fundamental understanding of development issues' effective approaches and the unique issues and circumstances related to target countries. Therefore, there is a need to highlight the targeted spheres to which JICA can commit itself. Such action will be realized by establishing reliable methods to understand the actual conditions of each target country based on a systematic approach to development issues.

This study applies a systematic approach to four major development issues: basic education; HIV/AIDS; promotion of small and medium enterprises (SMEs), and rural development. This study tries to find effective ways to promote country-specific approaches by enhancing issue-specific approaches which are identified. Some significant examples of indicators related to planning, monitoring and evaluation are also examined. Finally, the study reviews JICA's previous measures and summarizes noticeable trends, issues, and main operations into Development Objectives Charts.

The results of this study will be applied to the drafting process of JICA Thematic Guidelines and developed by a Agency Thematic Network. Systematization of other major issues and development of issue-specific approaches should be encouraged, which may meet requests from JICA's overseas offices. The sharing of a common understanding of development issues not only within JICA but also with other aid institutions is critical. Collaborative and cooperative operations should be promoted based on this common understanding.

In conducting the study and preparing this report, a task force was set up, chaired by Mr. Hiroshi Kato, JICA Director, Planning Division, First Regional Department, and composed of JICA staff members and JICA senior advisors. A considerable number of internal personnel as well as external experts further contributed by offering valuable comments on the mid-term draft of the report. I would therefore like to take this opportunity to acknowledge the contribution of all of these individuals.

Finally, I sincerely hope that the report will prove a worthwhile step in the development of issue-specific approaches.

May 2002

Keiichi Kato
Managing Director
Institute for International Cooperation
Japan International Cooperation Agency

Terminology and Abbreviations

Terminology/Abbreviations	Summary
Development Aid • JICA Terminology	
Capacity Building	Enhancing ability to implement and manage capacity in response to institution building. Establishment of self-reliance in implementing participants.
Community Empowerment Program (JICA)	Provision of assistance through local NGOs for maternal and child health care, social welfare for the aged, people with disabilities, children, and other poverty reduction programs. Only countries where a JICA overseas office is located are eligible. Implemented in 1997.
DAC New Development Strategy	A long-term DAC* development strategy for the 21 st century, adopted at a high-level meeting in 1996. The main characteristics of the strategy are: emphasis on ownership and partnership; setting of specific development goals (such as halving the proportion of the population in extreme poverty in the world by 2015). The strategy increases the expenditure ratio for social infrastructure and seeks to rationalize and decentralize implementing institutions in recipient countries.
JICA Partnership Program	A scheme where by JICA requests Japanese NGOs, local governments, and universities with experience in international cooperation to respond to the varied regional-level needs of developing countries and provide detailed development assistance to communities.
Group Training (JICA)	Group training conducted in Japan to enhance the effects of Japanese technical cooperation.
Country-Focused Training (JICA)	Country –focused training conducted in Japan for the purpose of capacity building of the recipient countries.
Development Studies(JICA)	Support the formulation of plans for public projects that contribute to social and economic advancement in developing countries. The main types of Development Studies are: Master Plan studies (M/P); Feasibility studies (F/S); and Preparation of basic data.
Overseas Development Studies (JICA)	Small-scale studies to formulate a basic development plan, analysis of relevant basic data, and/or a supplementary study on official statistics. Implementation initiated by overseas offices using local consultants.
Grant Assistance for Grassroots Projects (Japan)	A scheme by the Ministry of Foreign Affairs of Japan and Japanese embassies at the request of local authorities in developing countries. Aims to support relatively small projects that cannot be dealt with adequately by ordinary grant aid.
IT	Information and Communication Technology: Technology related to computers and networks.
Initiative for African Development	An assessment of Africa’s development issues announced in 1996 by the Japanese government. The three pillars of this vision are: (1) TICAD II (Tokyo International Conference of African Development); (2) Human resource development in Africa; and (3) Eradication of polio.
JOCV (JICA)	Japan Overseas Cooperation Volunteers: A volunteer system established in 1965 that dispatches volunteers aged between 20 and 39 years old to developing countries. Approximately 23,000 volunteers have been dispatched to 76 developing countries
Local cost	Costs expected to be shouldered by the recipients in project implementation and management.
Local in-country Training (Second-country Training)(JICA)	Training conducted in recipient countries to spread the effects of Japanese technical cooperation. Conceptually, Japan in the “first country”, the recipient of Japanese technology is the “second country”, and the neighboring country is the “third country”.

MDGs	Millennium Development Goals: Based on the DAC New Development Strategy*, it was agreed at the United Nations General Assembly (Millennium Summit) in September 2000. Goals by 2015 are: (1) Eradication of extreme poverty and starvation; (2) Universal extension of primary education; (3) Gender equality and women's empowerment; (4) Reduction of the infant mortality rate; (5) Improvement of the health of pregnant women; (6) Prevention of epidemical diseases such as HIV/AIDS and malaria; (7) Creation of a sustainable environment; (8) Establishment of global development partnerships.
Master plan study (M/P) (JICA)	A study to draw up a comprehensive development plan on a country or specific region or a long-term plan on a specific sector.
Medium- term Policy on Official Development Assistance (ODA)	A systematic and specific five-year guideline on Japan's ODA since 1999, aiming for effective and efficient implementation of assistance.
NGO	Non-Governmental Organization
ODA	Official Development Assistance: Funding by the government or aid organizations established by the government.
Official Development Assistance Charter (JAPAN)	A charter established by the government of Japan in 1992, in order to garner broader support for Japan's ODA through better understanding both at home and abroad and to implement it more effectively and efficiently. Japan attaches central importance to the support for the self-help efforts of developing countries towards economic take-off based on the idea that assistance was part of Japan's foreign strategy in the post-Cold War period.
PRSP	Poverty Reduction Strategy Papers: Strategy paper for debt relief of the Heavily Indebted Poor Countries (HIPC)s. Concept introduced and agreed on at the General Assembly of the World Bank and IMF in 1999. Aims for the effective application of financial resources generated by debt relief measures for appropriate development activities and poverty alleviation.
Project-type Technical Cooperation (JICA)	A technical cooperation scheme planned, implemented and evaluated within a 3-5 year cooperation period. The scheme includes the dispatch of Japanese experts, acceptance of counterparts as trainees, and provision of equipment.
Sector Program (SP)	A sectoral or sub-sectoral program coordinated by development assistance participants including donors under the ownership of the recipient country.
Sector Wide Approach (SWAP)	An approach to develop and provide assistance according to a plan created by the recipient government with bilateral and multilateral donors on a sector basis such as in the education and health sectors. Implemented mainly in African countries.
Small-scale Partnership Program (JICA)	JICA's consignment cooperation on NGOs, local governments, and universities to provide more detailed and swift assistance. The maximum implementation period is for one year with less than 10 million yen.
TICAD	Tokyo International Conference on African Development: It is a regional initiative for Africa started in 1993. The first conference for African development was held in Tokyo in October 1993 initiated by the government of Japan ,the United Nations(UN) and the Global Coalition for Africa(GCA).
Third-country Training (JICA)	A training course inviting participants from developing countries to relatively-advanced neighboring developing countries, utilizing local human resources trained under Japanese technical cooperation. Conceptually, Japan in the "first country", the recipient of Japanese technology is the "second country", and the neighboring country is the "third country".
Two-step loan (Japan)	Loans by development financial institutions where money is lent directly or through the government to Small and Medium Enterprises and the agricultural sector of a country.
Untied Loan	Loans for which associated goods and services may be procured by any country.

Donor Agencies	
AOTS (Japan)	The Association for Overseas Technical Scholarship
DAC	Development Assistance Committee: Coordinates the assistance policy of the Organization for Economic Cooperation and Development (OECD) to developing countries. One of three major committees of the OECD together with the Trade and Economic Policy Committees. Includes 23 member countries.
DAC High Level Meeting	Meeting hold once a year to discuss and decide important issues with high-level development personnel from DAC countries. In the 1996 meeting, a target to halve the poverty ratio to that of the level in the 1990s by 2015 was adopted.
DFID	Department for International Development: Ministry of Development in the United Kingdom.
IDB	Inter-American Development Bank
IMF	International Monetary Fund: Established in 1944, the Fund supports international finance along with the World Bank. While the World Bank aims for reconstruction and development, the IMF has provided loans necessary for fixed foreign exchange rates and stabilizing currencies.
JBIC (Japan)	Japan Bank for International Cooperation: Established in 1999 through the integration of the Japan Import and Export Bank and the Overseas Economic Cooperation Fund.
JETRO (Japan)	Japan External Trade Organization
JICA (Japan)	Japan International Cooperation Agency
JODC (Japan)	Japan Overseas Development Corporation
OECD	Organization for Economic Cooperation and Development : Established in 1961 as a reorganized version of the OEEC (Organization for European Economic Cooperation established in 1948) to rebuild the European economy. Aims for economic growth, development assistance, as well as the broader objective of multilateral free trade. It has 30 member countries.
USAID	The United States Agency for International Development
WTO	World Trade Organization: A core organization of international trade with 142 member countries/areas (as of July 2001). Established in January 1995.
Basic Education	
Achievement test	A form of academic achievement test to measure learning achievements objectively.
Children with special needs	Ethnic and economic minorities, street children, orphans, refugee children, and children with disabilities among others.
Dakar Framework for Action (DFA)	DFA was agreed at the World Education Forum*held in Dakar in 2000. Six goals were set based on the political will of each government to achieve EFA*.
EFA	Education for All: A declaration adopted at the World Conference on Education for All in Jomtien, Thailand, in 1990, which has become an international consensus.
Life skills	Knowledge and techniques necessary for a practical and beneficial lifestyle. Includes the acquisition of methods and concrete procedures including democratization and community participation, as well as the understanding of concepts such as human rights, equality, and freedom.
Literacy	Ability to read, write and do simple calculations necessary for everyday living.
Micro-planning	The process of drawing up a regional education plan based on the results of school mapping*.
Non-formal education	Education outside the formal schooling system including religious, regional, social, adult, and literacy education.
Readiness	Learning preparation
Relevance	Appropriateness
Committee for International Cooperation in Education	A committee established by the Ministry of Education, Culture, Sports, Science and Technology (MEXT) of Japan in 2000 to clarify the direction of the MEXT on future educational assistance.

School mapping	A study aiming to analyze the gap between educational needs and the services provided based on school attributes (number of pupils and teachers, dropouts, percentages of licensed teachers), as well as by school location (on a map).
WCEFA	The World Conference on Education for All: An international conference held in Jomtien, Thailand in 1990.
WEF	World Education Forum: Forum held in Dakar, Senegal in 2000 as a follow-up to the WCEFA*, in which it was affirmed that EFA was far from being achieved.
Anti-HIV/AIDS Measures	
AIDS	Acquired Immunodeficiency Syndrome
ATL	Adult T-cell Leukemia
CDC (USA)	Centers for Disease Control and Prevention
CSW	Commercial Sex Workers
DOTS	Directly Observed Treatment, Short-courses
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
GII (Japan)	Global Issues Initiative on Population and AIDS
GPA	Global Programme on AIDS: Formulated by the WHO
HAART	Highly Active Anti-Retroviral Therapy: Combination of Anti-HIV drugs therapy
HIV	Human Immunodeficiency Virus
High risk groups	People high prone to infection, such as commercial sex workers and truck drivers.
IEC	Information, Education, and Communication
IPAA	International Partnership against AIDS in Africa: Launched in 2000.
MSM	Men who have sex with men
NCI(USA)	National Cancer Institute
Okinawa ID (Infectious Diseases) Initiative	International measures against parasitic diseases advocated by the Government of Japan at the Birmingham G8 Summit in 1998, and 'Okinawa ID Initiative' announced at the Kyushu-Okinawa Summit in 2000 on Japan's commitment to help strengthen developing countries' fight infectious diseases.
Opportunistic infections	Infections caused by deterioration of the immune system, including Pneumocystis Carinii Pneumonia Cryptosporidiosis, Toxoplasmosis, Tuberculosis, and so on.
Peer education	Education targeting people of the same age and occupation.
People living with HIV/AIDS	People infected with HIV, AIDS patients, AIDS orphans, and others somehow affected by HIV.
Referral	Assistance in introduction (of health care centers, etc.) and information services for information users.
SACCL	STD/AIDS Cooperative Central Laboratory: A central AIDS examination center in the Philippines. Functions improved through JICA's project-type technical cooperation.
STIs	Sexually Transmitted Infections
Surveillance	Improvement of HIV testing capabilities and trend surveys on epidemic symptoms. Clarifies the HIV pandemic situation in areas being studied and plays a major role in providing information as a basis for planning.
UNAIDS	The Joint United Nations Programme on HIV/AIDS
United Nations General Assembly Special Session on HIV/AIDS	Goals to reduce HIV prevalence provided in the Declaration of Commitment on HIV/AIDS by the United Nations General Assembly Special Session (UNGASS) in June 2001.
VCT	Voluntary Counseling and Testing
Window period	The period, during which time HIV-antibodies (in the blood) cannot be detected by (current) screening techniques after HIV infection.

Promotion of Small and Medium Enterprises (SMEs)	
BDS	Business Development Service: Assistance to strengthen SME management resources.
Cluster functions	The vitalization of a regional industry concentrated in a specified area and specified industry.
Corporate governance	The content and process of making decisions for enterprise management that attempts to adequately reflect the will and profits of the company owners and/or the stockholders.
Disclosure	Process by which an enterprise that issues stocks or securities reveals information related to its financial condition and business policies.
Incubation facilities	Institutions and establishments that provide space, funds, human resources and management consulting services to help people with entrepreneurial spirit to establish enterprises.
Level playing field	Business environment promoting free and fair competition.
Niche market	A specific market with potential for expansion.
Outsourcing	Hiring external labor to take over operations formerly carried out by an internal labor force.
Venture capital	Funds provided by financial institutions to firms that have just started operations.
Rural Development	
Agroforestry	A land use technique combining agricultural production such as crops and livestock, with forestry.
BHN	Basic Human Needs: Concept of providing assistance to low-income earners with daily needs. Basic needs are those required as a human being including the basic commodities, safe water, sanitation, health care and education.
CBO	Community Based Organization
DAC Guidelines on Poverty Reduction	Formulated by the OECD/DAC* in April 2001. The “Poverty Alleviation Guidelines” for the DAC New Development Strategy* was discussed at the Informal Poverty Net (POVNET) and ratified at the DAC high-level meeting*.
HDI	Human Development Indicator: Indicators which focus on various aspects of human development, used in the Human Development Report by the United Nations Development Programme (UNDP).
LLDC	Least Developed Countries: Also referred to as LDC. One of the UN income categories of developing countries, indicating countries which are especially under-developed. 48 countries were in this category as of January 2000.
Primary Health Care (PHC)	Necessary health care available for communities at each regional level through community participation.
Reproductive Health	A state in which every human being can make her/his own decision about the timing of births and the number of children under no social pressure (tradition), without any mental or physical problems.
Safety net	Protective measures for the socially vulnerable in development assistance, including food provision and an employment security system.
World Summit for Social Development	Summit held in Copenhagen in 1995, in which the goal to halve the number of people in the world living in absolute poverty through human-oriented social development was declared.

Terminology with * are summarized in this chart.

Resource: “Imidas 2002” and “Dictionary of IT Terms and Katakana-words”, Shueisha, “Terminology on International Cooperation (Kokusai Kyoryoku Yogo-shu)”, International Development Journal, “Japan’s Official Development Assistance 2000”, the Ministry of Foreign Affairs, and Japan International Cooperation Agency Annual Report and reports.

Task Force

The task force of the study is composed of the JICA staff members listed below. The task force was divided by each issue and each group was responsible for drafting each article. The study group received cooperation from staff members of Regional Departments through comments on drafts. The final study report was completed as a result of an elaborate modification of the mid-term draft based on a considerable number of internal and external comments.

<Members of Study Group>

Chief	Hiroshi Kato Director, Planning Division, Regional Dept I.
Sub-chief	Kazuhide Nagasawa Director, Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept.
Sub-chief/Rural Development	Eiji Inui Director, First Technical Cooperation Division, Social Development Cooperation Dept.
Task Force	Hideyuki Yoshida Planning and Coordination Division, Planning and Evaluation Dept. (from November 2001) Takayuki Ando Deputy Director, Global Issues Division, Planning and Evaluation Dept. (from August 2001) Naoto Okawa Deputy Director, Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept. (until December 2001) Norio Yonezaki South America Division, Regional Dept. III Koji Makino Deputy Director, First Research and Development Division, Institute for International Cooperation

Kanako Adachi

Second Research and Development Division, Institute for International Cooperation (also a member of the secretariat)

Basic Education

Nobuko Kayashima

Director, Training Division, Kanagawa International Fisheries Training Centre

Toshio Murata

Senior Advisor, Institute for International Cooperation

Hiromasa Hattori

Associate Specialist, Second Research and Development Division, Institute for International Cooperation

Kazuro Shibuya

Second Technical Cooperation Division, Social Development Cooperation Dept.

Yoshika Hirata

Associate Specialist, Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept.

*Mr. **Atsushi Matachi**, an Associate Specialist, Global Issues Division, Planning and Evaluation Dept. (until November 2001), also contributed to the study on this issue.

HIV/AIDS

Hisakazu Hiraoka

First Medical Cooperation Division, Medical Cooperation Dept.

Katsuichiro Sakai

Deputy Director, Second Medical Cooperation Division, Medical Cooperation Dept.

Goro Yamada

Associate Specialist, Second Medical Cooperation Division, Medical Cooperation Dept (from August 2001).

Yukinori Ito

Associate Specialist, Planning and Coordination Division, Planning and Evaluation Dept.

Sachiko Imoto

Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept.

SME Promotion**Takumi Ueshima**

Director, Industrial Development Study Division, Mining and Industrial Development Study Dept.

Mikiya Saito

Planning Division, Mining and Industrial Development Study Dept.

Noriko Takahashi

Associate Specialist, Industrial Development Study Division, Mining and Industrial Development Study Dept.

Takuo Karasawa

Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept. (until August 2001)

Nozomi Iwama

Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept. (from August 2001)

Rural Development**Ryoichi Nambu**

Planning Division, Social Development Cooperation Dept.

Manabu Aiba

Deputy Director, Planning Division, Agriculture, Forestry and Fisheries Development Study Dept.

Nobuyuki Kobayashi

Deputy Director, Agricultural Development Study Division, Agriculture, Forestry and Fisheries Development Study Dept.

Yasuto Takeuchi

Deputy Director, Agricultural Technical Cooperation Division, Agricultural Development Cooperation Dept.

Ayumu Oshima

Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept.

*Ms. **Yuko Ishibashi**, an Associate Specialist, Second Social Development Division, Social Development Cooperation Dept., also contributed to the study on this issue.

**Ecosystem -
Conservation****Kazunobu Suzuki**

Planning Division, Forestry and Natural Environment Dept.

Ichiro Mimura

Fisheries and Environment Division, Forestry and Natural Environment Dept.

Daigo Koga

Forestry and Environment Division, Forestry and Natural Environment Dept.

Koji Asano

Associate Specialist, Forestry and Environment Division, Forestry and Natural Environment Dept.

Haruko Kase

Office of Evaluation and Post Project Monitoring, Planning and Evaluation Dept.

* Results of the study on this issue are not presented in this report, but will be contained in the guideline that is being drafted by the Sectoral and Thematic Network.

Secretariat

Toshihiro Obata

Director, Second Research and Development Division, Institute for International Cooperation

Kazuaki Sato

Deputy Director, Second Research and Development Division, Institute for International Cooperation

Ayue Matsumoto

Research Assistant, First Research and Development Division, Institute for International Cooperation

<Authors>

Overview: Promotion of Country-specific and Issue-specific Approaches

Kanako Adachi

Chapter 1: Effective Approaches on Basic Education

**Nobuko Kayashima
Toshio Murata
Hiromosa Hattori**

Chapter 2: Effective Approaches on Anti-HIV/AIDS Measures

Hisakazu Hiraoka

Chapter 3: Effective Approaches on the Promotion of
Small and Medium Enterprises (SMEs)

**Takumi Ueshima
Mikiya Saito
Noriko Takahashi**

Chapter 4: Effective Approaches for Rural Development

**Ryoichi Nambu
Yuko Ishibashi**

Note: The contents of the study report do not necessarily represent the views of each author, because the report was compiled based on both study group discussions and the opinions of concerned sections of JICA.

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Overview: Promotion of Country-specific and Issue-specific Approaches

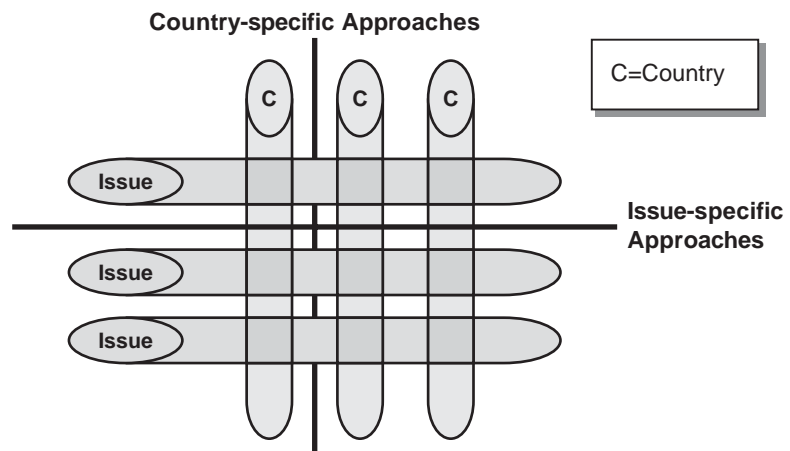
1. Background and Purpose of the Study

1-1 National and International Context

There is a growing trend in today's field of international aid to encourage more effective utilization of finite development resources to meet the increasingly diversified, complicated, and globalized needs of developing countries. The Poverty Reduction Strategy Paper (PRSP) and Sector Program (SP) are examples of collaborative efforts of aid donors tackling such development issues. Facing a limited ODA budget, JICA has been under pressure to carry out more effective and efficient cooperation activities. Accordingly, the promotion of country-specific and issue-specific activities is stressed to meet the various needs of developing countries.

Figure 1 shows the correlation between country-specific and issue-specific approaches. A proper mix of approaches is critical for effective cooperation activities. Major aid donors such as the World Bank, the United Nations Development Programme (UNDP), and the United States Agency for International Development (USAID) already employ and promote country-specific and issue-specific approaches when drafting aid plans and strategies.

Figure 1 Country-specific and Issue-specific Approaches



1-2 JICA's Activities to adopt Country-specific and Issue-specific Approaches

JICA adopts a country-specific approach by drafting JICA Country Programs and conducting JICA Project Request Surveys. The set-up of Regional Departments has adjusted the institution's framework toward these approaches. In addition, JICA has established the Agency Thematic Network to accumulate thematic knowledge and experience. The Agency Thematic Network will create JICA Thematic Guidelines to cope with major development issues¹. These guidelines are to be utilized in formulating JICA Country Programs and in examining requested projects (See Figure 1 and 2).

1-3 JICA's Challenges

Some JICA Country Programs may not yet be an effective cooperation plan for several reasons. Firstly, the extent of development issues in Programs varies widely. Secondly, the logic which formulates aid programs and projects from development issues is different for every country. Also, some JICA Country Programs are still a mere combination or categorization of current and previous projects, rather than a careful study of the relationship between "goals (outcomes)" and "means (activities)". The lack of a systematic understanding of development issues prevents the effective implementation of JICA Country Programs. Limited personnel in overseas offices can compound these problems, especially when the staff attempts to handle issues of which they do not have the necessary expertise to solve.

Logical drafting of JICA Country Programs based on a systematic understanding of issues is crucial for efficient and effective implementation and evaluation.

Formulating appropriate programs and projects based on an understanding of development issues and effective approaches are indispensable for the improvement of a JICA Country Program. JICA must therefore clarify its programs for targeted countries by applying a systematic approach for each development issue to each country's actual situation. This systematization of issues will be covered by JICA Thematic Guidelines. It is important to systematize the formulation methods of programs and projects by selecting development issues from prioritized sectors and then incorporate them into JICA Thematic Guidelines.

¹ 23 of Agency Thematic Networks are to draft 62 of JICA Thematic Guidelines as of July 2001.

Figure 2 Chronicle of JICA's Promotion of Country-specific and Issue-specific Approaches

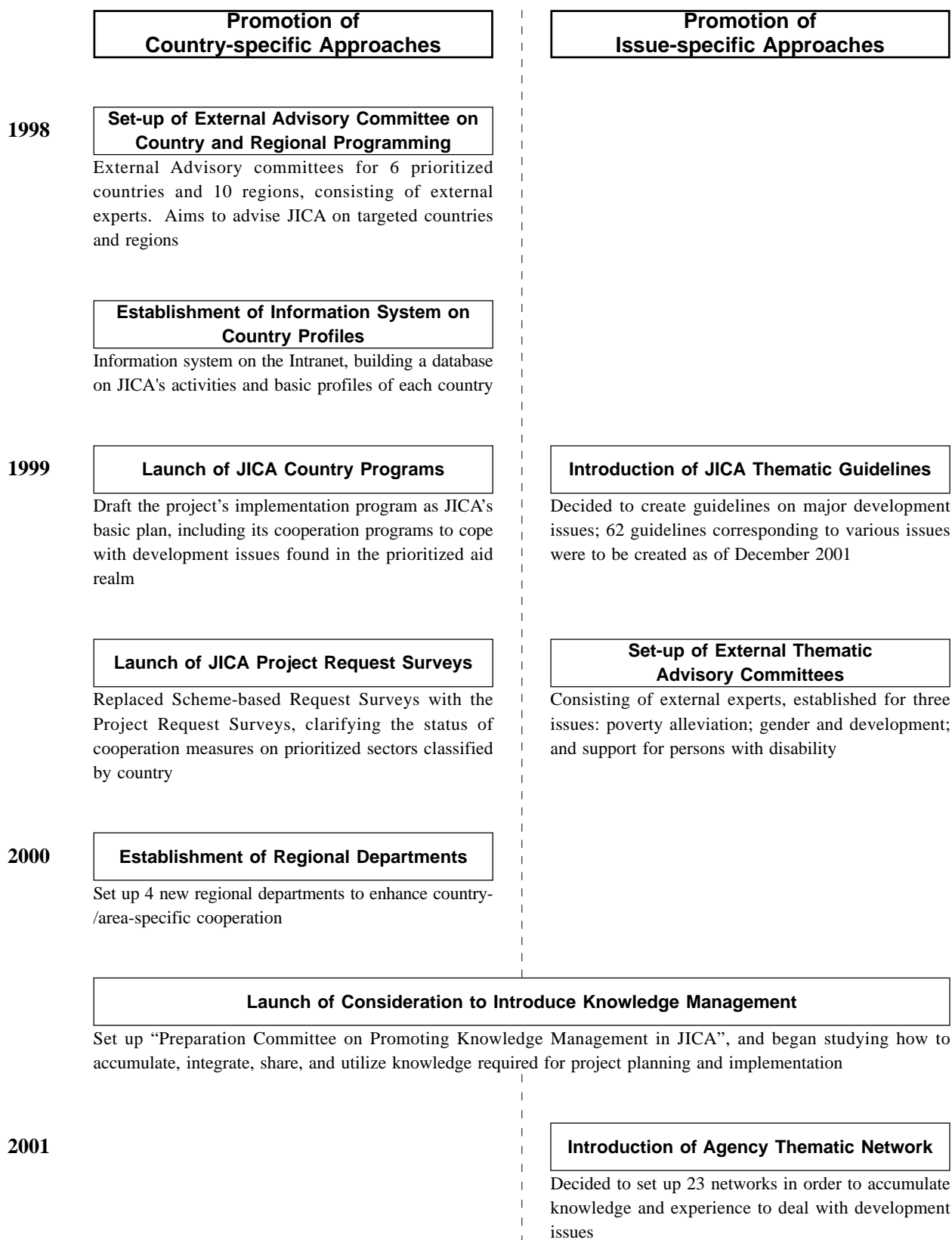
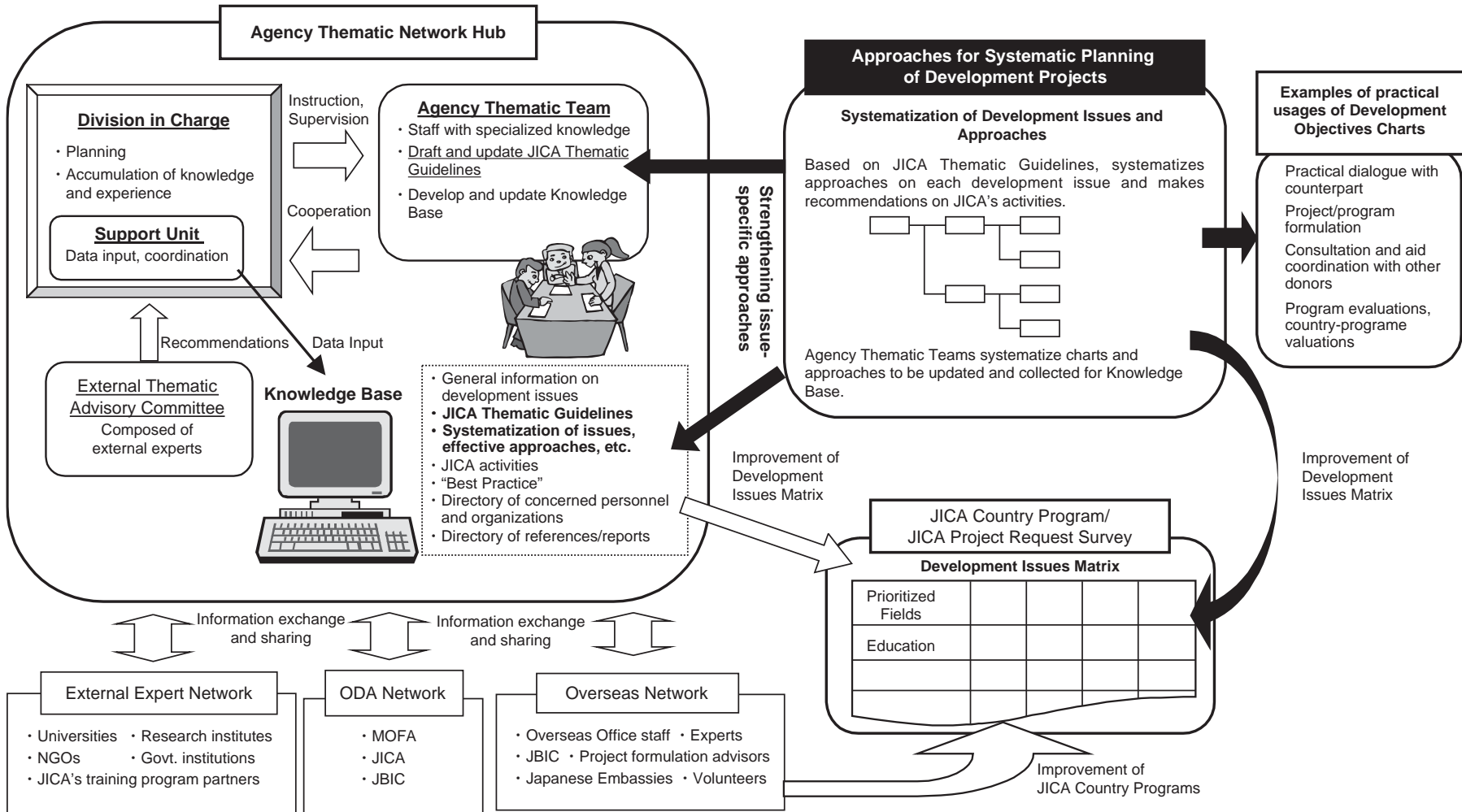


Figure 3 Correlation Diagram of JICA's Measures on Promoting Country-specific and Issue-specific Approaches



Better quality project evaluations as well as feedback of project results are critical for carrying out more efficient and effective cooperation projects.² Despite considerable experience with project evaluations, JICA has just begun to establish evaluation methods for country-program and thematic-program. JICA must improve the quality of country-program and thematic evaluations and use the results for better project formulation. Studies on evaluation indicators and methods will contribute to this. JICA has to evaluate feasibility and effects of its activities, based on Development Objective Matrices that clarify the relationship between “goals (outcomes)” and “means (activities)”.

As an independent administrative agency, JICA is required to be more accountable for its own performance.

The cabinet decision of December 19, 2001 on the “Reorganization and Rationalization Plan for Special Public Institutions” resulted in JICA’s conversion to an Independent Administrative Agency in a few years. JICA’s transformation from a Special Public Institution to an Independent Administrative Agency has enhanced its evaluation methods. Independent Administrative Agencies are now obliged to report their work and evaluations in mid-term and annual plans; namely, to run on ‘outcome-oriented project management’. For outcome-oriented program management, JICA has to formulate outcome-predictable plans and implement, monitor, and evaluate projects.

1-4 Goals of the Study

This study is designed to promote country-specific approaches by enhancing issue-specific approaches; and to effectively cope with prioritized overseas development issues. Four major development issues (basic education, HIV/AIDS, promotion of small and medium enterprises (SMEs) and rural development)³ are systematized, and their Development Objectives Charts in which effective approach methods are presented have been created. In addition, the charts illustrate indicators that need to be referred to in planning, monitoring, and evaluating JICA’s activities. The study also analyzes JICA’s activities, introduces major projects, and examines fundamental issues. These issues were selected because the drafting of JICA Thematic Guidelines of them have been completed⁴. These designated issues are selected from four major sectors:

Matrices have been drafted on issues such as basic education, HIV/AIDS, rural development, and promotion of SMEs.

² Aid Evaluation Reviewing Panel & the Working Committee for Evaluation Research (2000)

³ Although the targeted development issues initially included ‘ecosystem conservation’, this report does not actually cover this issue. The study group decided to reflect the systematization of this issue into the current guideline.

⁴ However, the issue of ‘rural development’ needs more examination. The issue must be sorted and systematized according to guidelines of ‘rural development’ and ‘poverty alleviation’ hereafter since the report was drafted before this process was completed.

education; health and medical care; agricultural and rural development; and promotion of small and medium enterprises (SMEs). These sectors are highly prioritized in many JICA Country Programs.

Four major issues have been taken up as examples in this study. In a similar way, all issues should be systematized when the systematization is considered useful. Incidentally, the study's mid-term draft has received a number of favorable comments, such as "The systematization of development is quite useful, and the number of issues to be considered should be increased". We shall try to satisfy such requests as above.

2. Development Objectives Chart

2-1 Structure of Development Objectives Chart

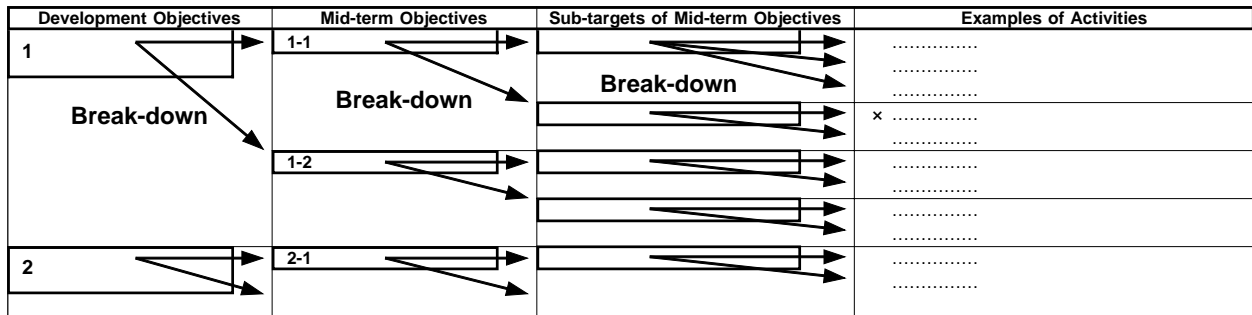
For a comprehensive systematization of the structure of development issues and possible approaches to them, a Development Objectives Chart has been used to break down the four main issues into Objectives, Mid-term objectives, Sub-targets of Mid-term objectives and Examples of Activities Project. The Chart also shows the association between 'goals-means'. Each symbol, "○", "◐", "◑", and "×", shown at the columns of "Examples of Activities", indicates how often JICA has implemented relevant projects. (Some examples are included which cannot be done by donors.) Symbols are classified as follows:

- | |
|---|
| <ul style="list-style-type: none">○ : JICA has considerable experience◐ : JICA has certain experience◑ : JICA has experience as a component of projects× : JICA has little experience. |
|---|

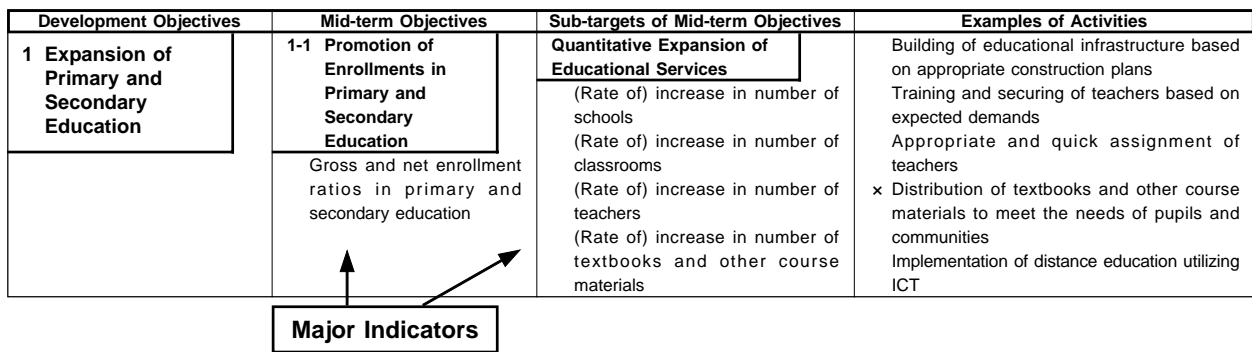
In Figure 4, each column shows the breakdown of an issue into "Development Objectives", "Mid-term Objectives", and "Sub-targets of Mid-term Objectives". Figure 5 is a sample Development Objectives Chart. A complete chart covering all items ranging from "Development Objectives" to "Examples of Activities" is annexed.

Figure 4 Development Objectives Chart

(Logical structure of a chart)

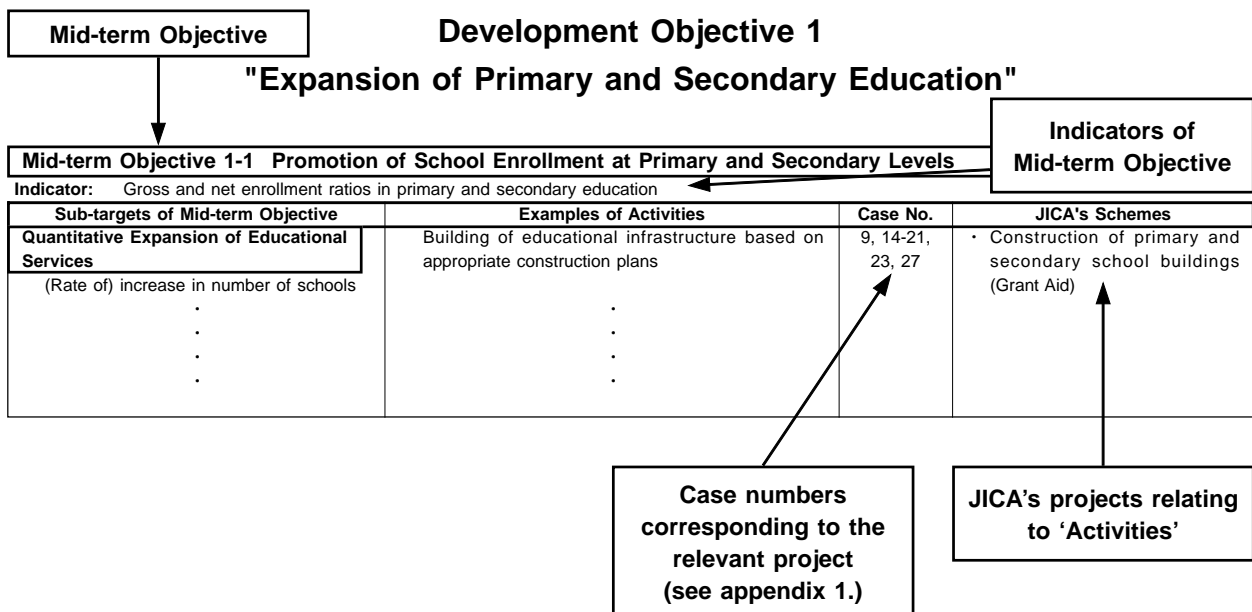


(Sample of a Development Objectives Chart)



*Circled numbers imply major indicators

Figure 5 Sample of a Development Objectives Chart



2-2 Significance of the Study Report

In order to illustrate entire development issues, this report presents a comprehensive chart that includes some non-prioritized issues within JICA. Based on this premise, the study group has made some suggestions on JICA’s prioritized projects.

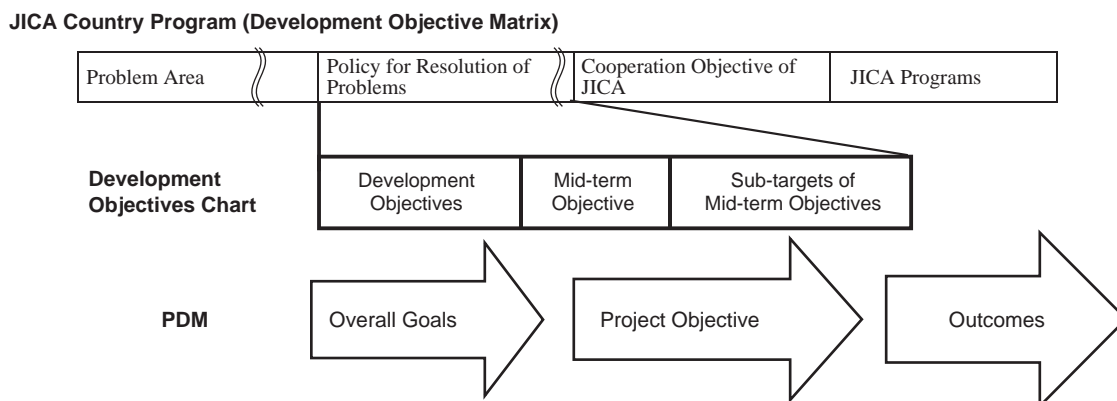
This report is to be incorporated in the following JICA Thematic Guidelines and developed by a Agency Thematic Network.

The outcome of this study report will be incorporated into JICA Thematic Guidelines and JICA’s Knowledge Base. It will then be reviewed and upgraded periodically by Agency Thematic Network based on future lessons from cooperation projects and studies. Some theme study teams or divisions, however, have already started to create and consider JICA Thematic Guidelines. The study group hopes that the creation and review of guidelines are expected to be in keeping with the group’s recommendations.

2-3 Relationship between the Development Objectives Chart, JICA Country Program, and Project Design Matrix (PDM)

Generally, the relationship between the Development Objectives Chart and JICA Country Program varies depending on the specific conditions of each country and sector. Each “Development Issues”, “Development Objectives”, “Mid-term Objectives” and “Sub-targets of Mid-term Objectives” in a Development Objectives Chart is a breakdown of “Policy and Directivity for Issue Solution” of a Development Objective Matrix in a JICA Country Program. The target corresponding to “Development Issue” in the Development Objective Matrix should be determined after scrutinizing the extent of development in each country.

Figure 6 Relationship between JICA Country Program, Development Objectives Chart, and PDM



Source: Kazuhide Nagasawa produced for this study.

While an overall goal stated in the Project Design Matrix (PDM) of each project supposedly corresponds to a Development Objectives or Mid-term Objective on a Development Objectives Chart, a project objective corresponds to Mid-term Objectives or Sub-targets of Mid-term Objectives (See Figure 6). Basically, the level of an overall goal or project objective varies depending on the scale of the project as well as the nature of the issue. However, it is critical to clarify program theories and maintain the consistency of the PDM between a JICA Country Program and each project, according to the Development Objectives Chart.

3. How to Apply the Development Objectives Chart

A systematic understanding of development issues enables effective cooperation and can bring about multiple applications according to the cases. For instance, a Development Objectives Chart can be utilized for formulating a JICA Country Program, having a practical dialogue with counterparts, studying and preparing projects, aid coordination and evaluation. The following section presents various ways of applying the Development Objectives Chart.

3-1 Formulation of JICA Country Program and Working-level Dialogue with Counterparts

The ordinary process of making JICA Country Programs is as follows:

Comprehend the present situation of a targeted country and the general view of an issue by scrutinizing major indicators;

Synthetically consider policies of a targeted country, Japan's assistance priorities, and other donor aid/assistance trends, and then specify prioritized aid sectors;

Draw up the most effective means of cooperation in a targeted sector.

How to use a chart to formulate a JICA Country Program:

- Refer to indicators to understand the situation
- Basis for selecting better approaches
- Basic tool for evaluations and consideration for improvement plans

When trying to comprehend the current state of a targeted country as in , “Major indicators” cited in the Development Objectives Chart are helpful. For effective assistance measures as in , a Development Objectives Chart functions as basic data. Formulation of effective assistance measures will require the creation of the most feasible program for the targeted country, based on a profound understanding of the structure of development issues as well as full consideration of various possible approaches, rather than merely combining

feasible projects. A Development Objectives Chart provides a worthwhile basis for understanding development issues and approaches.

A Chart is also beneficial when revising a JICA Country Program. A full understanding of the outcomes of previous cooperation activities through the monitoring and evaluation of major indicators is required to improve a JICA Country Program. Appropriate indicators can be selected out of those stated in the Development Objectives Chart. In addition, when the monitoring or evaluation results are unfavorable, the appropriateness of approach can be reviewed and the proposal for revising a JICA Country Program can also be considered.

Box 1: Utilization of a Development Objectives Chart by overseas staff (basic education)

Image 1: Modification of a JICA Country Program

Staff A: Although both the Development Objective Matrix and Project Rolling Plan in a JICA Country Program show “Improvement of Basic Education” as one of the prioritized aid sectors, I remember that we are mostly involved in school building construction projects through Grant Aid. As the report says, many children have not been able to study in school even though a considerable number of facilities have been prepared. Shall we try to create a new program by combining a Development Study on the ‘Improvement of the Educational Environment for Children’ and a Community Empowerment Program for educating parents?



Use the chart as presentation material to acquaint counterparts with JICA's views at working-level dialogue

Meanwhile, the Development Objectives Chart may be useful when explaining JICA's views to a counterpart at a working-level dialogue. Needless to say, we have to create assistance programs in prioritized sectors through consultations with counterparts with a full understanding of the program's issues and needs, as well as the feasibility of measures to be carried out by the counterpart. At a working-level dialogue, we must introduce our views to the counterpart, reconcile any differences, and agree on subsequent measures. If a chart on existing development issues and possible approaches is presented, the counterpart's understanding of our views and cooperation measures can be clarified.

Box 2: Utilization of a Development Objectives Chart by overseas staff (basic education)

Image 2: Comments on PRSP

When asked to give comments on a PRSP draft by counterparts...

Staff B: The part of 'Education' included in the 'Sector-specific Strategy' of this draft PRSP mentions that 'Reduction of gender disparity in education' is a prioritized issue, but we do not have any specific measures. The Development Objectives Chart of 'Basic Education' says that we are supposed to conduct analytical surveys on the curricula and textbooks from a gender point of view as well as opinion surveys targeting parents. How about mentioning some of these points in the draft, saying whether a targeted country has gone through with a review on those points, what kind of results are expected, and, if not, whether a review is planned. Based on actual circumstances, I think JICA should consider a follow-up through the Dispatch of Experts on 'Instruction for gender-sensitive school education' under the framework of an ongoing Project-type Technical Cooperation, the Project on Improvement of Science and Mathematics Education.



Design adequate programs and projects, regarding project formulation and preliminary evaluation based on a chart

3-2 Consideration and Preparation of Individual Project

When considering cooperation on development issues, the appropriateness of cooperation and estimates of outcomes must be figured out. This applies to project formulation studies (or request surveys) as well as studies of the contents of programs and individual projects. The activities and input that programs require and the information to make a decision on what kinds of projects would work most effectively should be investigated. A Development Objectives Chart can be utilized as a basic preliminary tool on project formulation because it systematizes the association between goals (outcomes) and means (activities). It also illustrates major Examples of Activities on development objectives.

Use as reference materials in presenting views in a donor meeting

3-3 Aid Coordination

A Development Objectives Chart is also expected to function as a basic reference material to explain views and provide comments to counterparts in a donor meeting. Since there are many occasions of cooperation between donors on such as PRSP or SP issues, harmonizing cooperation activities through consultation with other donors is desirable. It is very important to clearly present our cooperation policy with a comprehensive understanding of development issues and to acquaint other donors with it at an international conference or in consultation with other donors. Furthermore, an organized logic based on a systematic understanding of development issues will provide the basis for plausible comments on other donor's opinions. We hope this

study report will be useful reference material for aid coordination.

3-4 Evaluation

A Development Objective Chart systematizing “goals-means”, works as a basis of evaluation

A Chart that specifies the association between goals (outcomes) and means (activities) provides a basis for evaluating the appropriateness of evaluation and outcomes of cooperation activities. The study report of the ODA Evaluation Study Group⁵, submitted to the Minister for Foreign Affairs in February 2001, emphasized the necessity of development of policy-level evaluation and program-level evaluation⁶ as well as enhancing project evaluations. The report upholds the importance of creating a development objectives chart, evaluation indicators, and monitoring methods at the policy and program planning levels. Basically, a program is equivalent to a cluster of projects that share ‘a common goal’. Today, however, there are a remarkable number of cases in which the association between goals (outcomes) and means (activities) is blurred because neither the ‘common goal’ nor the significance of each project to the overall objective is well structured. Therefore, cooperation plans must be formulated and implemented by maintaining consistency between goals and means according to a standard Development Objectives Chart while evaluating the appropriateness of a plan and outcomes of cooperation by applying appropriate indicators. Creating and revising the Development Objectives Chart to suit the actual circumstances of a targeted country and then using it to draw up JICA Country Programs will result in better cooperation activities.

Furthermore, it will also be necessary to evaluate whether an individual project is realizing the overall objective, by referring to the standard Development Objectives Chart.

4. Perspectives on Future Assistance

Examining JICA’s experience and future issues, this study focuses on systematizing four major issues, i.e., basic education, anti-HIV/AIDS measures, promotion of SMEs, and rural development. The following section suggests

⁵ The ODA Evaluation Study Group was set up as a subordinate to the Aid Evaluation Reviewing Panel, a private advisory body to the Director-General of the Economic Cooperation Bureau, Ministry of Foreign Affairs (MOFA) in July 2000. Prof. Hiromitsu Muta of the Tokyo Institute of Technology chairs this group.

⁶ Program-level evaluation mentioned above means one way to comprehensively evaluate over multiple projects with a common goal. It contains sectoral and issue-specific evaluations as well as country-specific evaluation of JICA and Japan Bank for International Cooperation (JBIC) projects.

perspectives for further development of issue-specific approaches. Special attention should hereafter be paid towards developing issue-specific approaches, increasing the number of targeted issues, accumulating experience and know-how, gaining a common understanding of development issues by personnel concerned development and systematization of appropriate indicators.

4-1 Development of Issue-specific Approaches

Agency Thematic Network should take charge of increasing targeted issues and collecting experience and know-how.

In order to promote issue-specific approaches, a Development Objectives Chart needs to be incorporated into a JICA Thematic Guideline and the number of targeted issues increased. In addition to a chart, a list of precedents that can be referred to for future activities is required, while major indicators and checklists of targeted countries need to be further developed. These should be revised continuously in accordance with the results of project formulation studies and various types of evaluation. Agency Thematic Network should be responsible for accumulating information on development issues, and a designated division should monitor the accumulation of information.

The Agency Thematic Network should also scrutinize prioritized aid sectors, in which Japan can take advantage of its own aid resources and experience, or in which Japan should promote projects even if there is limited operational experience. It must then also make efforts to improve outcomes of cooperation activities on the prioritized issues by means of systematizing, accumulating, and sharing knowledge and experience of the prioritized aid sectors. To realize this, Agency Thematic Networks are expected to continue promoting studies on Japan's experience, systematization and modeling of experience for cooperation.

JICA staff and experts, should be acquainted with this issue-specific approach through its training program. Dispatching a member of Agency Thematic Team as a lecturer to such a training program will not only enrich the program contents but also bring valuable experience and liveliness to the Team. The Personnel Division or Planning and Coordination Division should be in charge of considering how to utilize these materials and human resources.

4-2 Common Understanding on Development Objectives

Share policy on development issues with relevant domestic and overseas personnel

Prior to cooperation, policy on development issues, including a Development Objectives Chart, should be shared with relevant aid organizations, rather than each devising its own policy. Moreover, it would be ideal for collaborative cooperation activities based on a common understanding of

development issues. In the domestic sphere, consultations with MOFA and JBIC are crucial in harmonizing recognition on development issues and cooperation activities which consistently follow the principles of Japan's ODA. Further announcement of JICA's policy will result in the development of information-sharing with concerned bodies and personnel, by means of publicizing information in the Development Objectives Chart on JICA's web site and initiating discussions.

When there is success in gaining country's cooperation, a Development Objectives Chart should be drafted reflecting the specific circumstances of the country through consultations with counterparts, as well as other major donors, and assistance should be provided based on the chart. PRSPs and Sector Programs are part of a trend, whereby both an aid-recipient country and major donors harmonize and formulate development plans on a country or sector. According to this trend, the development aid staff and their counterparts of the developing countries should tackle development issues together while systematizing development issues unique to a targeted country and creating a common understanding of them.

4-3 Systematizing Indicators and Setting Targets

Institutional accumulation of relevant data by evaluation study enables to determine appropriate indicators

Appropriate indicators enable accurate monitoring and understanding of a targeted country's circumstances as well as accurate implementation of evaluations.⁷ Appropriate indicators cannot be determined without institutional accumulation of data collected through evaluation surveys and should be flexibly applied according to the objectives and conditions of the target country or area. Although a Development Objectives Chart presents as many indicators as the study group can come up with, all indicators are not necessarily utilized for monitoring and evaluation activities. Thus, a number of appropriate indicators should be adopted depending on objectives of cooperation activity. Since the number or kind of accessible data is limited in some countries, one has to confirm whether designated data is accessible when selecting indicators. Some indicators are useful even based on existing data, while others require special data to be collected through extra surveys. The former may contain data often too broad to be used for measuring outcomes of a project since it may provide just a general picture. The latter is often costly to collect and may require

⁷ Adoption of indicators allows objective evaluation results to be attained, while presentation in quantitative figures enables observation over comparisons and chronicled changes. Furthermore, evaluation results are made accountable to relevant personnel and taxpayers.

careful consideration of cost effectiveness. Listed below are a number of conditions, which indicators must satisfy. The sorting of appropriate indicators by each issue and country should be performed while taking into account these conditions.

<Conditions for Indicators⁸>

- Manifestation of goals (outcomes)
- Different from output (result) indicators
- Actually measurable
- Measurable with low cost
- Measurable over time
- Presented in a straightforward manner

Target setting is as crucial as indicator selection. When targets are set at a high level, the appropriateness of a setting may not be agreed upon, whilst low targets may not allow agreement on project implementation. Targets are determined based on various factors ranging from beneficiary's needs, best practices (benchmarking), and averages of the overall body to outcome-added (increment). The proper target setting methods should be determined depending on local circumstances and project goals. Major target settings methods are presented in Box 3.

⁸ Ono, Tatsuya & Tabuchi, Yukiko (2001)

Box 3: How to set targets

1) Target setting corresponding to beneficiary needs

Set a numerical target corresponding to the beneficiary's needs. A project manager should supply beneficiaries with the required information so that appropriate numerical targets can be set.

2) Target setting according to 'best practice'

Set targets at the same level as a similar successful project, also called 'benchmarking'. JICA should promote further usage of benchmarking by collecting successful examples of similar projects. The JICA's Knowledge Management System being introduced will work to collect this information. In order to fully utilize past experiences, effective lessons and approaches as well as numerical targets resulting from previous successful examples should be reviewed frequently.

3) Target setting according to the averages of the overall body

Set the same level of numerical target as the averages of the overall body of a targeted area (nation or prefecture). Although average figures of an overall body likely change depending on external factors including economic conditions and climate changes, a targeted area is assumed to be influenced by external factors, as is the overall body. By comparing indicators of a targeted area to that of its overall body, measuring can be immune (although not necessarily perfectly), from influences of external factors. Therefore, target setting according to the averages of the overall body provides relatively accurate predictions of outcomes.

4) Setting targets according to outcome-added (increments)

First, assume figures at a certain point which may manifest by following a current trend. Then, add it to the predictions from projected outcomes. In this way, targets can be calculated. However, reliable figures corresponding to outcome-added cannot be calculated without previous data of similar realms.

Produced by Kazuhide Nagasawa, based on Ryo Sasaki (2000)

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Chapter 4

Effective Approaches for Rural Development¹

1 Overview of Rural Development Issues

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

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

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

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

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

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

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

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

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

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

² World Bank (2001a)

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

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

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

1-2 Definition of Rural Development

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

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

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

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

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

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

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

Agricultural Development:

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

Regional Development:

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

Source: Niki (2002)

1-3 International Trends

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

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

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

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

World Summit for
Social Development,
1995

DAC High Level
Meeting, 1996

Millennium
Development Goals,
2000

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

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

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

1-4 Japan's Assistance in Rural Development

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

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

ODA Charter, 1992

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

Mid-term Policy on ODA, 1999

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

2. Concept of Assistance for Rural Development

2-1 Rural Development Issues

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

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

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

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

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

Definition of Poverty
in DAC Guidelines
on Poverty Reduction

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

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

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

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

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

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

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

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

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

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

Rural development contributes to poverty reduction.

2-2 Significance of Assistance

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

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

2-3 Effective Approaches for Rural Development

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

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

⁸ Based on statement by Hikaru Niki, JICA Senior Advisor

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

(1) Endogenous Development⁹

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

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

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

(2) Participatory Development

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

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

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

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

⁹ Hobo, T. (1996)

Four Development Objectives

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

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

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

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

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

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

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

Examples of Activities:
 \square JICA has considerable experience
 \square JICA has certain experience
 \square JICA has experience as a component of projects
 \times JICA has little experience

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

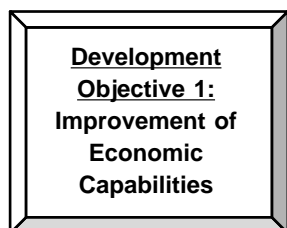
Figure 1 Development Objectives Chart on Rural Development

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

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

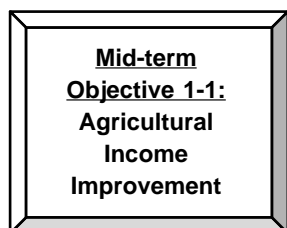
2-3-2 Overview of Development Objectives Chart

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



【Development Objective 1: Improvement of Economic Capabilities】

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



Mid-term Objective 1-1: Agricultural Income Improvement

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



JICA has engaged in income improvement projects mainly focusing on

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

Main activities of JICA:

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

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

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

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

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

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

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

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

¹¹ JICA (2000)

Figure 2 Development Objective 1 "Improvement of Economic Capabilities"

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

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

Approaches for Systematic Planning of Development Projects

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

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

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

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

Community participation is required for all projects.

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

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

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

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

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

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

Past cooperation activities:

- Development of business capabilities
- Improvement of business conditions

JICA's Activities

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

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

a) Development of Farmers' Business Capabilities

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

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

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

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

Source: JICA (2000)

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

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

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

For microcredit, resources other than JICA are utilized.

Microcredit

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

Community organization alleviates vulnerability, and enhances development efforts.

c) Community organization

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

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

Source: JICA (2000)

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

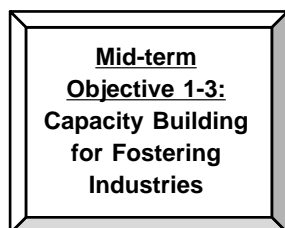
However, **it is important to carefully study local human relationships, societies, customs, and cultures before starting projects, as the success of organizations often depends on effective leaders and cultural factors in the regions.** By incorporating such surveys and the opinions of local people,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

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

Box 3: Development of local communities

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

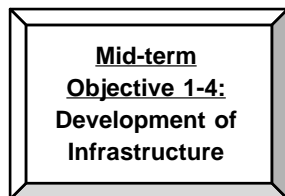
The most important point regarding community organization is to facilitate ownership that enables the local people to participate. For realization, the application of participatory approaches from the first stage of the project-formulation process is necessary.



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

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

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



Mid-term Objective 1-4: Development of Infrastructure

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

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

JICA's Activities

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

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

Infrastructure development together with other activities generates synergy effects.

a) Survey on and Promotion of Infrastructure Utilization

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

¹² JICA (2000)

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

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

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

b) Ensuring Sustainability and Appropriate Management

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

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

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

【Development Objective 2: Improvement of Human Capabilities】

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

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

Mid-term Objective 2-1: General Health Improvement

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

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

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

Disease Prevention:

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

sanitary conditions are essential.

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

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

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

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

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

Figure 3 Development Objective 2 "Improvement of Human Capabilities"

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

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

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

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

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

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

JICA's Activities

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

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

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

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

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

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

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

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

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

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

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

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

¹⁵ JICA (2000)

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

JICA's Activities

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

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

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

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

Development Objective 3: Improvement of Protective Capabilities

【Development Objective 3: Improvement of Protective Capabilities】

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

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

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

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

¹⁶ JICA (2000)

Figure 4 Development Objective 3 "Improvement of Protective Capabilities"

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

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

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

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

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

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

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

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

JICA's Activities

It is required to give consideration to local benefits.

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

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

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

¹⁷ JICA (2000)

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

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

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

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

Development Objective 4: Improvement of Political Capabilities

【Development Objective 4: Improvement of Political Capabilities】

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

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

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

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

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

Finally, rural development projects should be consistent with local

Figure 5 Development Objective 4 "Improvement of Political Capabilities"

Mid-term Objective 4-1 Improvement of Central Administrative Capabilities for Decentralization			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Strengthening of Policy-making and Implementation Capabilities	Strengthening of basic strategy for decentralization and policy-making capabilities for execution <ul style="list-style-type: none"> × Delegations of various authorities from central to local levels × Development of laws for decentralization Improvement of officers' mentality and knowledge on decentralization 	4, 22 4, 12	• Establishment of sustainable community development techniques at national universities (Project-type Technical Cooperation)
Improvement of Statistical Information	Development of various statistics <ul style="list-style-type: none"> × Promotion of budget allocation based on decentralization × Improving efficiency of fiscal expenditure and cooperation on budget execution × Utilization of private funds through promotion of cooperation with private sectors and NGOs × Improvement of application of funds through thorough auditing 		
Mid-term Objective 4-2 Strengthening of Local Administrative Capabilities for Decentralization			
Sub-targets of Mid-term Objective	Examples of Activities	Case No.*	JICA's Schemes
Capacity Building for Local Government	Strengthening of policy-making capabilities of local officers for community development Improvement of local officers' mentality and knowledge based on decentralization Promotion of community's participation in development policy-making	4, 10, 11, 12, 22 2, 4, 11, 12, 26, 30 2, 4, 10, 11, 12, 25	• Assistance for institutionalizing cooperation system among governments, community organizations and NGOs (Project-type Technical Cooperation) • Policy-making on rural community development based on local needs (Project-type Technical Cooperation)
Development of Regional Statistics	<ul style="list-style-type: none"> × Development of various regional statistics × Establishment of tax collection system for local governments × Capacity building for revenue agents × Increasing annual revenue of local governments (e.g. local tax) Utilization of private funds through promotion of cooperation with private sectors and NGOs 		
Improvement of Local Administration System	<ul style="list-style-type: none"> × Simplification of decision-making process within local governments × Development of management manuals 		
Expansion of Local Administration Service Facilities	<ul style="list-style-type: none"> × Establishment of various governmental facilities (e.g. municipal governments) 		

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

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

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

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

JICA's Activities

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

JICA's Priority

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

2-3-3 JICA's Priority

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

(1) Antipoverty Measures

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

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

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

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

(2) Food Production

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

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

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

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

(3) Conservation of the Natural Environment

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

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

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

(4) Reconstruction Support

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

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

(5) Improvement of Administrative Capabilities

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

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

2-3-4 Procedure of Cooperation

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

<Procedure of Cooperation>

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

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

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

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

Reconstruction Supports:

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

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

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

Points of Concerns

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

3. Toward Future Cooperation

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

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

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

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

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

Box 4: Integrated Rural Development

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

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

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

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

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

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

Appendix 1. JICA's Main Operations on Rural Development

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

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

Capacity building
through Technical
Assistance

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

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

Agricultural and
Rural
Development

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

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

Integrated rural development for small-scale farmers is implemented through Project-type Technical Cooperation. The creation of model is important.

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

Community Development and Capacity Building of Administrative Officers

Establishment of administration supporting resident's initiatives

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

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

Health Care Improvement Project

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

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

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

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

**Protective
Capabilities
Improvement
Project**

Implementation of natural resource management, combined with rural development

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

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

**Policy-making of
Rural
Development**

Cooperation with other schemes is important.

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

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

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

priorities.

**Development of
Facilities**

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

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

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

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

**Cooperation in
Specific Rural
Villages**

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

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

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

Relevant Projects on Rural Development

No	Country	Project Name	Period	Type of Schemes	Mid-term Objectives	Characteristics
1. Capacity Building through Technical Assistance (Project-type Technical Cooperation, Dispatch of Experts, Dispatch of Japan Overseas Cooperation Volunteers)						
1-1 Agricultural and Rural Development						
1	Indonesia	Technical Cooperation for the Integrated Agricultural and Rural Development Project in Southeast Sulawesi Province	1991.1-1998.2	Project-type Technical Cooperation	1-1, 1-2	Conducted several rural development activities with a participatory approach. This included improvement of agricultural infrastructure such as small-scale irrigation systems, improvement of productive techniques, strengthening farmer organizations. Paddy fields were drastically developed by the project. Farmers were enabled to obtain fuel and parts for agricultural machinery through a stock fund system established among themselves.
2	Philippines	Training Services Enhancement Project for Rural Life Improvement	1996.6-2001.6	Project-type Technical Cooperation	1-1, 1-2, 2-1, 2-2	Formulated training courses and rural development programs at an agricultural training center based on various surveys at model sites to gain an understanding of the real lives of villagers (e.g. "survey on local community situation" and "individual household survey").
3	Philippines	Bohol Integrated Agriculture Promotion Project	1996.11-2001.11	Project-type Technical Cooperation	1-1, 1-2	Established a training center for extension workers. At the field level, introduced comprehensive agricultural development technology that included cultivation techniques, farm management, water use management and agricultural machinery. Performance of groups using water for irrigation was greatly improved.
4	Cambodia	Refugee Resettlement and Rural Village Development Project	1992.12-2004.3	Dispatch of Experts, Dispatch of JOCVs	1-1, 1-2, 1-4, 2-1, 2-2, 4-1, 4-2	Known as tripartite cooperation, this project promotes resettlement of repatriated refugees, internally displaced persons and demobilized soldiers, and conducts rural development programs on agriculture, health care, hygiene, and education. Grant aid for expenditure on field activities and dispatch of experts and Japan Overseas Cooperation Volunteers are provided by the UNDP. Also, experts from ASEAN provide detailed assistance by using techniques based on local conditions.
5	Indonesia	Implementation Support for Integrated Area Development in Barru District	1995.1-2001.12	Dispatch of JOCVs	1-1, 1-2, 2-1	Conducted comprehensive regional development programs for poverty reduction in rural areas, such as rehabilitating irrigation systems, improving cultivation, multiple agriculture, providing recommendations on establishing public market systems, intensive management for livestock husbandry, diffusion of productive side businesses, and improvement of living conditions. Project involved a JICA's Team Dispatch.
6	Panama	Promotion of Cooperatives in Ngobe-Bugle	1998.12-	Dispatch of JOCVs, Community Empowerment Program	1-1, 1-2, 2-1	Develops cooperatives for improving living standard of ethnic minorities through poultry farming and establishment of comprehensive farms. Also, JOCVs engage in various projects related to handicrafts, health care and hygiene, and improving stores and infrastructure based on local needs. A cooperative project between a Community Empowerment Program and JOCV.
7	Ghana	The Small-scale Irrigated Agriculture Promotion Project	1997.8-2002.7	Project-type Technical Cooperation	1-1, 1-2	Technical assistance to small-scale farmers for rehabilitation of existing irrigation systems in terms of facilities and management through farmer participation and to develop a sustainable farming system. Also, conducts a verification study of microcredit on agricultural machinery and equipment.
8	Malawi	Project to Disseminate Appropriate Horticultural Techniques in Robi	1998.11-2003.11	Dispatch of JOCVs	1-1	Conducts JOCV Team Dispatch with the aim of implementing a field trial to identify and formulate adequate horticultural techniques and diffusion of technical knowledge to farmers. (e.g. vegetables, soil fertilizers, plant pests, and fruit trees)
9	Senegal	Comprehensive Rural Development in Fatik	1987.1-	Dispatch of JOCVs	1-1, 1-2, 2-1, 2-2	Conducts comprehensive regional development to improve local lives, such as the establishment of latrines, implementation of hygiene and literacy education, technical transfer of crop cultivation and income generation through handicraft and dyeing. A Group Dispatch of JOCVs engaged in vegetable farming, fruit growing, nursing, and rural development.
1-2 Community Development and Capacity Building of Administrative Officers						
10	Indonesia	Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programme	1997.3-2002.2	Project-type Technical Cooperation	4-2	Promoted establishment of organization control with a focus on local development needs and improvement of officers' attitudes and knowledge in order to strengthen policy-making and management of participatory rural development projects. Local awareness of issues were raised through PRA (Participatory Rural Appraisal) techniques facilitating development of policy-making by local people. Moreover, an increasing number of development meetings were held by independent groups.

No	Country	Project Name	Period	Type of Activities	Mid-term Objectives	Characteristics
11	Philippines	The Cebu Socio-Economic Empowerment and Development Project	1999.3-2004.2	Project-type Technical Cooperation	4-2	Strengthens mutual cooperation between local governments and local communities and develops pilot projects for improving BHN (Basic Human Needs) and livelihoods in 20 regions by developing administrative capabilities for participatory and sustainable local development. Emphasizes decision-making process of development projects based on local needs and establishes this knowledge as a sustainable system.
12	Tanzania	Sokoine University of Agriculture Centre for Sustainable Rural Development (SCSRD)	1999.5-2004.4	Project-type Technical Cooperation	4-1, 4-2	Establishes specific development methods of a local development center of an agricultural university (SUA methods) through verification and case studies at model areas under the concept of "reality comprehension of fieldwork", "conventional potentials" and "focus on characteristics of communities".
13	Bangladesh	Preliminary Survey on Mini-Project-Type-Technical Cooperation for Participatory Rural Development in Bangladesh	2000.4-2004.4	Team Dispatch of Experts	1-4, 4-2	Experimentally makes use of systems and organizations to promote links between local governments and local people based on the "link model" suggested at the Kyoto University-centered "Rural Development Experiment". Establishing participatory rural development model through construction of small-scale infrastructure.
1-3 Health Care Improvement Project						
14	Philippines	Phase II of the Family Planning, Maternal and Child Health Project	1997.4-2002.3	Project-type Technical Cooperation	1-2, 2-1	Developed various activities based on the community, such as construction of latrines and co-management of village drug stores, educational campaigns through puppet shows and videos at the initiative of the provincial board of health, and capacity building for village health volunteers. Strengthened cooperation with NGOs by creating an "NGO network". This project works in a zone defense style whereby experts work in different areas and JOCV assists those works.
15	Mexico	Family Planning, Maternal and Child Health Project	1992.4-1998.3	Project-type Technical Cooperation	2-1	In addition to participatory activities of family planning, maternal and child health in model sites, a referral system with medical institutions was strengthened to support such activities.
16	Jordan	The Project for Family Planning and Gender Development Phase 2	2001.7-2003.6	Project-type Technical Cooperation	1-2, 2-1	Conducts information services at local meetings, home visits, and educational campaigns with religious leaders to promote awareness of reproductive health. Moreover, promotes women's activities for income generation such as breeding goats and apiculture to increase the status of women. This is a project targeting promotion of family planning and the participation of women in society in the most conservative and poor areas of Jordan.
1-4 Protective Capabilities Improvement Project						
17	Nepal	Community Development and Forest/Watershed Conservation Project Phase II	1994.4-2000.8	Project-type Technical Cooperation Dispatch of JOCVs	1-2, 2-1, 2-2, 3-1, 3-3	Emphasized local empowerment process based on local needs instead of a "blueprint" approach. Also, gave special consideration to social justice and gender issues. A cooperation project between Project-type Technical Cooperation, JOCV and local NGOs with the aim to improve resource management and preserve the environment.
18	Nepal	Disaster Mitigation Support Programme Project	1999.9-2004.8	Project-type Technical Cooperation	3-2, 3-3	Conducts development of disaster prevention methods and education at a low cost and local participatory activities aiming to promote community participation based on local conditions and disaster characteristics. Also, establishes systems and methods for disaster surveys and restoration.
19	Costa Rica	Plan for Environmentally Friendly Farming	1993.8-2000.2	Dispatch of JOCVs	1-1, 3-1	Research project for agriculture environmental conservation implemented by JOCVs at a university in Costa Rica because environmental pollution and danger to public health by usage of chemical fertilizers and agricultural chemicals were seen as problems. Moreover, promoted organic agricultural methods through JOCVs group dispatch.
20	Niger	Project for Cooperation on Stimulation of Greenery in Karegoro	1993.1-2001.6	Dispatch of JOCVs	1-1, 3-1	Promoted forestation, development of seedling fields and agroforestry with local people to prevent desertification caused by man-made devastation. Also, promoted vegetable and fruit farming, development of market channels and improved stoves.
2. Policy-making of Rural Development (Development Study) (Agricultural Development, Rural Development)						
21	Philippines	Feasibility Study of Agrarian Reform Communities in Marginal Areas	1996.2-1997.7	Development Study	1-1	Conducted various surveys to improve farmers' settlement and agricultural productivity at remote areas focused under the Philippines' comprehensive agricultural land reform plan. Formulated a development master plan based on condition surveys of 12 model areas and conducted feasibility studies in 4 pilot areas. Also, formulated guidelines for development plans at villages regarding agricultural land reform.

Approaches for Systematic Planning of Development Projects

No	Country	Project Name	Period	Type of Activities	Mid-term Objectives	Characteristics
22	Laos	Master Plan Study on Integrated Agricultural Development	2000.11-2001.10	Development Study	4-1, 4-2	Formulated an action plan on comprehensive agricultural development according to the national policy, "Escape from poorest country status by 2020". Made 10 sub-sectors and 110 project programs, set priorities, and conducted general evaluations.
23	China	Study for Taihang Shan Integrated Agricultural Development Project in Hebei Province	1998.6-1999.9	Development Study	3-1	Formulated comprehensive agriculture development master plan aiming for poverty reduction and environmental conservation through farmer oriented projects, government public works, and assistance to farmers. Based on this plan, model area was selected and a feasibility study was conducted.
24	Bangladesh	Model Rural Development Project Phase 2 for Kachua, Nabinagar, Bancharampur and Debidwar Upazilas	1988.10-1989.9, 1990.2-1991.8	Development Study (Grant Aid) (Dispatch of JOCVs)	1-1, 1-2	Formulated a master plan based on promotion of productivity in rural areas, capacity building for human resources, development of specific beneficiaries and improvement of organization and systems. Based on this plan, Grant Aid and Team Dispatch of JOCV were implemented.
25	Guatemala	Study on Integrated Rural Development for the Reduction of Poverty in the Central Highland Region	2000.2-2001.7, 2001.8-2003.3	Development Study	3-1, 4-2	Aiming for farmer income generation, improvement in living conditions and conservation of natural resources, conducted a Development Study. Study involved two stages, policy design and verification. Introduced participatory planning techniques at workshops with local people and formulated detailed plans based on local needs, with the intent of implementing a pilot project in the future.
26	Mozambique	Study on Development of the Resettlement Area for Demobilized Soldiers and Mine Laborers from South African	2000.7-2002.9	Development Study	1-1, 2-1	Formulates rural development plans including specific action plans for settlement and life improvement of demobilized soldiers, ex-South African mine workers and widows. Conducted empirical research on priority action plans such as rural water supply, agriculture, gender issues, micro-credit, human resource development.
27	Tanzania	Verification Study on the Small Scale Horticultural Development Project for Poverty-Farmers in Coast Region	1999.10-2004.3	Development Study	1-1, 1-2	Conducting various projects within "the Small Scale Horticultural Development Plan for Poverty" where prices of traditional cash crops in coastal regions are not stable. Evaluating the effectiveness of each project provides feedback for the development plan. Promoting technical transfer and capacity building for people concerned in the process of the pilot project.
(Health Care Improvement)						
28	Malawi	Master Plan on Strengthening Primary Health Care Services	1998.6-2000.1	Development Study	2-1	Formulated a model plan on a specific region to promote Primary Health Care for infants and women of reproductive age. A master plan for disseminating the model plan throughout the nation was formulated.
29	India	Development Study on Reproductive Health in the State of Madhya Pradesh, India	2000.11-2002.3	Development Study	2-1	Investigated actual situation of women's health care, nutrition, hygiene, education and labor conditions to improve health care services in areas with a high maternal death rate. Also, reviewed existing government programs and made master plans on target areas.
(Development of Local Infrastructures)						
30	Bolivia	Rural Electrification Implementation Plan for Renewable Energy	1998.8-2001.9	Development Study	1-4, 4-2	Investigated rural electrification utilizing renewable energies such as sunlight, small-scale hydropower, and wind power to improve living standards of impoverished groups in rural areas. Also made a project master plan that contributed to the Poverty Reduction Strategy Papers (PRSP). Local government implemented the project and electric committees/cooperatives and NGOs managed it.
3. Development of Facilities (Grant Aid)						
31	Bangladesh	Establishment of a rural women's research institute	1995	Grant Aid	1-1	Constructed an agricultural training center for women as a joint project between Grant Aid Cooperation and an NGO (OISCA). The Ministry of Women's Affairs delegated management to the NGO. Vegetables, eggs, and rice cultivated at the training center became known as OISCA Brand and became popular.
32	Senegal	Project for Water Supply in Rural Areas	1979-1995	Grant Aid (Project-type Technical Cooperation)	2-1	Water system improvement at 79 sites because rural areas were enormously damaged by depletion of well water caused by dry weather and water-related diseases. Project had a favorable impact on diet modifications and income generation through sufficient water supply to community and neighboring nomads on the sites. In addition to strengthening water committees for the concerned facilities, assistance project for improvement of living conditions and rural development implemented.
33	Philippines	Project for Improvement of Educational Facilities	1994-1996	Grant Aid	2-2	Constructed classrooms with limited budgets in areas lacking educational facilities. Adopted local techniques for future improvement plans and sourced as much as possible locally except for manual water pumps.

No	Country	Project Name	Period	Type of Activities	Mid-term Objectives	Characteristics
34	Nepal	Project for Construction of Primary Schools under Basic and Primary Education Program II)	1999	Grant Aid	2-2	Supplied necessary funds for procuring equipment to construct schools. Conducted community-oriented construction of primary schools based on local needs.
35	Senegal	Project for Management of Forest Nurseries	1991	Grant Aid (Project-type Technical Cooperation)	3-1	Developed and expanded forest nurseries at 3 sites and supplied related equipment. Not only improved productivity at the facilities but also assisted with anti-desertification. Based on this result, a Project-type Technical Cooperation "Comprehensive Rural Forestry Development Plan" began in January, 2000.
4. Cooperation in Specific Rural Villages (Community Empowerment Program, JICA Partnership Program) (Agricultural Development, Rural Development)						
36	Indonesia	Empowerment of the Poor in South Sulawesi to Support Poverty Alleviation	1999.2-2002.1	Community Empowerment Program	1-1, 1-2	Local NGOs implemented empowerment project for 600 poverty groups in South Sulawesi with the assistance of Project-type Technical Cooperation "Rural Development Plan for Supporting Poverty Alleviation in Sulawesi".
37	Malaysia	Food Processing at Tenom KPD Youth Training Centre	1998.11-2001.11	Community Empowerment Program	1-1,1-2	Improved food processing training (e.g. coffee, meatballs or fishballs) at a training centre in Sabah where there were inadequate incomes and labor shortages in farming communities with the aim of increasing earnings.
38	Cambodia	Model Health and Social Service Centers in Cambodia	1998.12-2001.12	Community Empowerment Program	2-1	Trained social workers and provided counseling services to improve community welfare services for people who suffered from mental and physical aftereffects of the of Pol Pot regime.
39	Laos	Income Generation Activity Project in Oudomxai	1998.12-2001.1	Community Empowerment Program	1-2	Conducted vocational training and entrepreneurial education of garment manufacturing, natural dyeing and weaving to raise the status and earnings of women in rural areas. Project was assisted by the UNDP and Japanese UNVs instructed designing.
40	Laos	Project Supporting Women's Lives	1998.12-2001.11	Community Empowerment Program	1-2	Implemented vocational training sessions on weaving, plant dyeing, sewing, bamboo work and ceramic, targeting women or people with disabilities. Also, conducted marketing activities to increase their incomes.
41	Bangladesh	Participatory Rural Development Project through Empowerment of the Poor	2001.8-2004.7	Partnership Program	1-1, 1-2, 2-1, 2-2	Improves the environment for rural development activities of mutual assistance organizations of the poor, <i>shomitis</i> (savings and credit groups). Activities include promotion of <i>shomitis</i> activities, group training sessions, adult literacy classes, capacity building for local health volunteers, provision of manual pumps and latrines, skills training sessions for income generation or micro-credit.
42	Ghana	Project for Organizations of Women around Sheanuts Production	2000.2-2003.1	Community Empowerment Program	1-2	Improving the income and status of women through providing assistance to their organizations and technical guidance to female farmers that produce sheer butter nuts. Dispatch of JOCVs and experts to this project under consideration.
43	Kenya	Promotion and Managerial Guidance of Traditional Handicraft Producing Group	2002.1-2003.1	Small-scale Development Partner Scheme	1-2	Increases community earnings through improvement of producers' organization for traditional handicrafts (e.g. sisal baskets and wood carvings), technical training, training of new leaders, and environmental development.
(Health Care Improvement)						
44	Tanzania	Integrated Reproductive Health and Vocational Skills Training for Youths in Peri-Urban Dar Es Salaam (Buguruni Ward)	2001.10-	Community Empowerment Program	2-1	Conducts rehabilitation of pharmacies and clinics, capacity building for health care professionals and educational campaigns to local people to improve health and medical services in areas where refugees live.
(Education)						
45	Ethiopia	Life Glow School II	1999.10-2002.3	Community Empowerment Program	2-2	Provided opportunities for education and conducted literacy campaigns in areas with limited access to education to enhance basic education. Established an informal education model managed by NGOs.
46	Cambodia	Improved Access to Primary Education in Rural Areas through Community Participation Project	2000.10-2003.9	Partnership Program	2-2	Develops basic education environment to increase the standard of targeted areas such as the construction of school buildings, workshops intended for librarians and monks, rice banks, and traditional music performance training.
47	Vietnam	Project for Promotion of Adult Literacy in the Northern Mountainous Region	2000.4-2003.3	JICA Partnership Program	2-2	Literacy and continuous education targeting adults in one of the poorest areas in the Northern Mountainous Region. Constructs Terakoya and implements training courses to establish government and local management organizations for Terakoya.
(Environment)						
48	Vietnam	Project to Introduce Japanese Natural Forest Management Techniques to a Vietnamese NGO through Training and Forums	2001	Small-scale Partnership Program	3-1	Strengthened cooperation with Vietnamese governmental organizations to preserve natural forests in crisis both qualitatively and quantitatively. Mutually exchanged opinions on problem recognition of natural forest enforcement in Japan, on relationships with local people, and also transferred techniques and knowledge.

*Figures in the column of "Mid-term Objective" refer to those in the development objectives chart.

Appendix 2. Basic Checklist (Rural Development)

Basic checklist of “rural development” were to be summarized in each system chart on development issues in this report. Instead, however, task-based indicators of “poverty alleviation” created by donor agencies are given as a reference here. The JICA “poverty issues” task force will develop rural development basic checklist in the future, based on the following.

<Multilateral Institutions>

Common Indicators	UNDP 1)	WORLD BANK 2)	ADB 3)	FAO 4)
(Economic Capabilities)				
1. Household consumption	Real GDP per capita (HDI)	Household consumption expenditure ----- GDP per capita ----- Net income per capita ----- Percentage of population under national poverty line (rural/urban) ----- Percentage of population under international poverty line (PPP less than US\$1-2) ----- Poverty gap	GNP per capita ----- Energy consumption per capita ----- Electric power consumption per capita ----- National commodity price indicator less than US\$1 (percentage and actual figure) ----- National poverty line (percentage and actual figure)	
2. Family property structure		Child labor ----- Employment by type of industry (male/female) ----- Average working hours and basic wage - agricultural wage - manufacturing wage		
3. Promotion of SMEs		Average income in urban areas ----- Housing cost per income ----- Access to public services (water, electricity etc.) ----- Informal employment in urban areas		
4. Rural development			Agricultural land ratio -----	Productivity of agricultural products, livestock, and fishery products (primary sector, primary production) ----- Trade volume of agricultural products and livestock ----- Volume of food supply (agricultural products, livestock) ----- Food balance sheets ----- Producer prices (crops, livestock) ----- Land (land use, irrigation) ----- Means of production (agricultural machinery, fertilizers, pesticides) ----- Food aid ----- Forest resources (by type) output ----- Timber trade volume
5. Consumption by gender	Income ratios by gender (GDI, GEM)	Consumption rate by income bracket ----- Pensioner ratio ----- Female employment rate		

Common Indicators	UNDP 1)	WORLD BANK 2)	ADB 3)	FAO 4)
(Political Capabilities)				
6.	Influence rating		Benefits during maternity leave	
7.	Influence on political decision making process		Position of women in terms of decision making (Cabinet-level)	Governmental expenditure by type of public sector
8.	Decision making by gender	Seats in parliament held by women (GEM) ----- Female legislators, senior officials and managers (GEM) ----- Female professionals and technical workers (GEM)		
9.	Legislation on decentralization			
(Human Capabilities)				
10.	Infant mortality rate	Life expectancy at birth (male/female) (GDI)	Infant mortality rate (according to the highest and lowest value of family assets) ----- Validity ratio on infant vaccinations (according to the highest and lowest value of family assets) ----- Prevalence of infant malnutrition (according to the highest and lowest value of family assets)	
11.	Maternal mortality rate (HIV prevalence/AIDS mortality rate)	Probability at birth of not surviving to 40 year old (HPI)	Prevalence of maternal malnutrition ----- Fertility rate	
12.	Monitoring of diseases in each community	Population with access to health services (HPI) ----- Population using improved water sources (HPI) ----- Percentage of malnourished children under 5 year old (HPI) ----- Combined primary, secondary, and tertiary enrolment ratio (Male/Female) (GDI)	Expenditure ratio on primary health care in rural areas ----- Access to sanitation	Number of beds in hospitals ----- Number of patients per doctor ----- Daily per capita supply of protein ----- Primary and secondary enrollment ratio (Male/Female)
13.	School-aged children by gender	Adult Literacy Rate (HDI) (Male/Female) (GDI)		Adult literacy ratio (Male/Female) ----- Number of students per teacher
(Socio-cultural Capabilities)				
14.	Gap between rich and poor		Consumption rate by income bracket ----- Gini index	Gini index
15.	Relationship between different social classes		Unemployment rate by level of education	
16.	Frequency and importance of community activities			
(Protective Capabilities)				
17.	Frequency and impact of natural/human disasters		Desertification ----- Nationally protected areas (% of total land area) ----- Level of water pollution density ----- Carbon dioxide emissions ----- Access to sanitation facilities ----- Level of air pollution density	Desertification ratio (1980-2000) ----- Nationally protected areas (% of total land area) ----- Carbon dioxide emissions
18.	Population mobility		Female population ----- Population growth ----- Crude mortality rate ----- Crude birth rate ----- Age dependency ratio ----- Urbanization	
19.	Capability rating			
20.	Crime rate			

<Bilateral Donor Agencies>

Common Indicators		USAID 5)	CIDA 6)	DFID 7)
(Economic Capabilities)				
1.	Household consumption	GDP per capita growth ratio	GDP growth ratio per capita	Gross national income growth per capita
			Population ratio under international income poverty line (PPP \$1)	Proportion of population below \$1 per day
				Gross national savings
				Poverty gap ratio
				Unemployment rate for 15 to 24 years old
2.	Family property structure	Aid as a percentage of GNP		External debt (% of GDP)
		Trade growth ratio		Fixed telephone lines per 1,000 people
		Trends in direct foreign investment		Computers per 1,000 people
		Economic Freedom Index since 1995 (Heritage Foundation)		Trade (% of GDP)
		Agricultural labor growth ratio under total population growth ratio		Primary Share of exports (% of merchandise exports)
				Net foreign direct investment (% of GDP)
3.	Consumption ratio by gender			Consumption rate by income bracket
				Female employment rate
(Political Capabilities)				
4.	Influence rating	Number of countries classified by Freedom House as free/partly free/not free	HDI/GEM/GDI indicators (UNDP)	
5.	Influence on political decision making process	Freedom House scores for political rights Freedom House score for civil liberty	Corruption Perceptions Index 2001 (Transparency International)	
6.	Legislation on decentralization			Proportion of seats held by women in national parliament
(Human Capabilities)				
7.	Infant mortality ratio	Mortality rate for children under five	Mortality rate for children under five	Under-5 mortality rate Infant mortality rate Proportion of 1 year old children immunised against measles
8.	Maternal mortality ratio	Maternal mortality rate		Maternal mortality ratio Proportion of births attended by skilled health personnel Contraceptive prevalence rate
9.	HIV Prevalence/AIDS mortality ratio	HIV prevalence rate in 15 to 24 year olds		Number of children orphaned by HIV/AIDS HIV prevalence rate among 15-24 year old pregnant women
10.	Monitoring of disease by each community	Number of deaths from the top ten infectious diseases (besides HIV/AIDS) Percent of children under five who are underweight		Prevalence of underweight children under-five years of age (HPI) Proportion of population below minimum level of dietary energy consumption Prevalence and death rates associated with malaria Proportion of population in malaria risk areas using effective malaria prevention and treatment measures Prevalence and death rates associated with tuberculosis Proportion of TB cases detected and cured under DOTS (Directly Observed Treatment Short Course) Proportion of population with access to affordable essential drugs on a sustainable basis
11.	Gender balance of school-aged children	National primary school achievement test scores for reading, mathematics, and science, by sex Gross primary enrollment ratio, by sex Net primary school enrollment ratio, by sex Primary school gender equity ratio Proportion of pupils starting grade 1 who reach grade 5 by sex Primary school repetition rates, by sex	Literacy rate of 15 years old and older Proportion of pupils starting grade 1 who reach grade 5 by sex	Literacy rate of 15 years old and older Net primary school enrollment ratio, by sex Proportion of pupils starting grade 1 who reach grade 5 by sex Combined primary, secondary and tertiary enrolment ratio (HDI) Male/Female (GDI)
(Socio-cultural Capabilities)				
12.	Gap between rich and poor		Income gap between highest and lowest of 5-grade model	

Common Indicators		USAID 5)	CIDA 6)	DFID 7)
13.	Social relationship between different classes			
14.	Frequency and importance of activities by different communities			
(Protective Capabilities)				
15.	Frequency and impact of natural/human disasters	GDP per unit of energy use ----- Percentage of energy production from renewable sources ----- Nationally protected areas ----- Carbon dioxide emissions, average annual rate of growth ----- Percentage of urban population with access to safe drinking water ----- Percentage of urban population with access to sanitation services ----- Annual change in total forest area (percent change and in hectares) ----- Annual change in natural forest area (percent change and in hectares) ----- Annual change in plantation forest area (percent change and in hectares)	GDP per unit of energy use ----- Carbon dioxide emissions -----	GDP per unit of energy use ----- Proportion of land area covered by forest ----- Land area protected to maintain biological diversity ----- Carbon dioxide emissions ----- Proportion of population with sustainable access to an improved water source (urban/rural) ----- Proportion of people with access to improved sanitation (urban/rural) ----- Proportion of people with access to secure land tenure (urban/rural) -----
16.	Emergency/Conflict	Crude mortality rate (CMR) in emergency situations ----- Prevalence of underweight children under-five years of age in emergency situations ----- Number of people displaced by open conflict ----- Evaluation of political and economical freedom after open conflict (by Freedom House and Heritage Foundation)		
17.	Population mobility			
18.	Situation of crime		Military expenditure	

Source: These are basic indicators typically used by each agency:

<Multilateral Institutions>

- 1) UNDP "Human Development Report"
Note: HDI (Human Development Index), HPI (Human Poverty Index), GDI (Gender-related Development Indexicator), GEM (Gender-related Empowerment Measure)
- 2) World Bank "World Development Indicators"
- 3) ADB "Growth and Change in Asia and the Pacific-Key Indicators 2001"
- 4) FAO "FAOSTAT Agriculture Data" <http://apps.fao.org/page/collections>
Note: Country and area specific data is available and can also be processed on the website.

<Bilateral donor agencies>

- 5) USAID "Strategic Plan 1997" (Revised 2000)
Note: For details on indicators of economic freedom, refer to the Heritage Foundation website (<http://www.heritage.org/index/2000methodology.html>). Also, refer to the Freedom House's website (<http://www.freedomhouse.org/>) for details regarding political capabilities.
- 6) CIDA "Results-based Management and Accountability Framework", Jan. 2001
Note: Refer to the web site of the Transparency International website (<http://www.transparency.org/cpi/index.html>) for corruption perception index.
- 7) DFID "Department Report 2001", "Statistics on International Development 2001"

Remarks 1. Standards of classification:

- (1) Classification by of DAC's definition of poverty
According to the "The DAC Guidelines on Poverty Reduction" (2001) pp.51, poverty is attributed to the lack of five types of capacities: economic, political, human, social, and protective ("The DAC Guidelines Poverty Reduction" 2001, pp.51).
- (2) Sub-categories
Sub-categories in this table refer to status and fields related to a lack of each individual's capability. The remarkable point is that poverty is not only an individual issue, but a lack of capability with a macro-level impact on an entire society.
- (3) Relationship to other fields
Rural development, education, health, and ecology are referred as important fields related to poverty alleviation, and are placed in the columns of related capabilities.

Remarks 2. Basis of selection and categories of each donor agency:

- (1) Multilateral Institutions
Playing a role of data collection for international comparison, The UNDP and the World Bank have an exhaustive collection of data due to involvement in data collection for international comparisons. In this table, the indicators are compared to with those specifically used by those of the ADB which are specialized in its area, and those of FAO, who specialize in with its specialty in collecting agricultural data.

Approaches for Systematic Planning of Development Projects

(2) Bilateral donor agencies

In terms of bi-lateral donor agencies, USAID, CIDA, and DFID indicators are used to measure performance of projects. They are formed to implement projects, rather than to identify poverty like those of the World Bank. Also, the data is collected by each country or domestic agency.

Remarks 3. How to read the table:

- (1) This table shows an overview of approaches and applying indicators to gain an understand of the overall picture of poverty alleviation.
- (2) Since there is a variety of data collection methods, a comparison of data from each agency is not entirely accurate. Instead, this table shows indicators used by each agency, summarizing the common items in development issues from the various aspects and approaches taken.
- (3) Refers to sources and notes for specific data.

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- World Development Indicators (yearly)

Development Objectives	Mid-term Objectives	Sub-targets of Mid-term Objectives	Examples of Activities	
1. Improvement of Economic Capabilities Average annual income Employment rate	1-1 Agricultural Income Improvement Average annual agricultural income Income growth rate (indicator of average growth conditions)	Improvement of Productive Techniques Number of crops farmers cultivate Farming equipment utility time per household Average number of types of crops produced per household Number of people attending agricultural technology schools	Survey on technologies Research of productive techniques Capacity building for agricultural extension workers Expansion of technological training system (e.g. agricultural schools) Strengthening of community-based activities for farming Promotion of multiple agriculture to reduce risk of monoculture Promotion of agricultural mechanization of optimal size Introduction of improved and proper crop varieties	
		Improvement of Agricultural Infrastructure for Production Irrigated land area Average cultivated land area per farmer Number of facilities for seeds and seedlings Number of processing facilities	Development and construction of irrigation systems with sustainable management Improvement of land and farm roads for productive efficiency Construction of productive facilities suitable to local needs (e.g. pools for fish farming and centers for seeds and seedlings) Construction of agrotechnical facilities suitable to local needs (e.g. rice centers) Development of basis for double and triple cropping	
		Improvement of Agricultural Infrastructure for Distribution of Products Average distance to markets Distance to feeder road Participation rate in shipping cooperatives Operating rate of facilities for shipment	× Development and expansion of market places in optimal size Development of feeder roads based on past results and demand forecasts Development of consolidating stations and storages according to local production Organization of shipping cooperatives Technical improvement of post harvest	
		Development of Distribution Management System Price information charts on number of users of agricultural products Number of merchants in markets	Development of distribution system (e.g. decrees) × Development of research systems for prices of agricultural products Development of market management and distribution system for efficiency Strengthening of quality control for agricultural products Development of agricultural statistics regarding the needs of producers	
		1-2 Non-agricultural Income Improvement Average annual non-agricultural income Income growth rate (indicator of average growth conditions) Employment conditions in non-agricultural industries Number of people engaged in non-agricultural industries	Strengthening of Farmer Institutions Number of farming households participating in agricultural cooperatives Participation rate of cooperative members to activities Satisfaction level of cooperative members on cooperative functions	Establishment of agricultural banks Trainings of local group leaders Promotion of organization Development of coordination with private companies Development of mutual guarantee system
			Expansion of Vocational Training System and Entrepreneurial Knowledge Number of entrepreneurial seminars Number of people attending vocational schools Number of participants in commerce and industry associations	Expansion of vocational schools Expansion of entrepreneurial seminars Expansion of vocational training system for working people × Capacity building for entrepreneurial advisors × Capacity building for local commerce and industry associations
			Expansion of Micro-finance Services Number of micro-finance service users Repayment rate of debtors Turnover rate of funds	Micro-credit programs by NGOs Establishment of revolving funds Formulation of micro-finance model Establishment of mutual guarantee system by local people
			Development of Resources for Tourism Number of newcomers Number of people engaged in tourism businesses Number of tourists	× Tourism service associations (e.g. guides) × Assistance for construction of tourism related facilities × Promotion of tourism × Conservation of cultural assets and landscape × Development of infrastructure for tourism (e.g. transportation network)
			Development of Traditional and New Industries Amount of augmentation of earnings from traditional industries Number of workers in traditional and new industries Number of people engaged in traditional industries Number of newly developed products	× Strengthening of sales channels and market surveys × Strengthening of micro-finance services Expansion of management seminars Expansion of micro-finance services Technical assistance for new product development (e.g. design) Business consulting services
			Promotion of Agrotechnical Industry Total sales of agrotechnical products Number of people engaged in agro-processing	Agro-processing technical training Assistance for agrotechnical related institutions Strengthening of sales channels and market surveys Expansion of management seminars × Expansion of micro-finance services
	1-3 Capacity Building for Fostering Industries		Capacity Building for Industry Related Local Administrative Officers	× Training courses for administrative officers × Development of business manuals for administrative officers × Supervision system for administrative officers
			Improvement of Statistics on Industrial Development	× Development of survey systems to identify economic trends × Development of monitoring systems
			Improvement of Tax Collection System	× Imposition of new taxes × Improvement of tax collection system × Tax privilege system for new industries
			Revision of Local Finance	× Efficiency of finance × Expansion of budgets for fostering industries
	1-4 Development of Infrastructure	Rural Electrification Number of solar panels Production of electricity by hydro power and extension of electric wires Number of user association members	Small-scale hydro power × Diffusion of solar panels × Assistance for extending electric wires × Capacity building for associations and development of management system	
		Expansion of Communication and Information Networks Number of telephone subscribers Number of radios owned Number of radio stations	× Expansion of telephone networks × Expansion of wireless communication networks × Expansion of wire communication networks × Construction of antennas at transmission sites Capacity building of technicians on communication infrastructure	
		Development and Expansion of Local Roads Length of local roads which have been developed (kilometers) Number of cars utilizing local roads	Construction of local roads Improvement of techniques for maintaining local roads Development study on maintenance of local roads Development of maintenance organizations	
		Development of Public Transportation Networks Users of public transportation Number of users	Expansion of bus services × Expansion of marine transport networks × Expansion of railroad maintenance	
		Promotion of Transportation Related Companies Number of people engaged in traffic industries Number of traffic industry users	× Capacity building for entrepreneurs × System for privileged finance × Capacity building for cooperatives	
		Capacity Building for Transportation Policy Making	× Capacity building for traffic administrative officers × Development of transportation statistics	
Securement of Budget for Traffic Infrastructure		× Improvement of tax collection system × Revision of local finance		

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

Development Objectives Chart on Rural Development (2)

Development Objectives	Mid-term Objectives	Sub-targets of Mid-term Objectives	Examples of Activities	
2. Improvement of Human Capabilities	2-1 General Health Improvement	Expansion of Medical Facilities	Construction of hospitals Construction of clinics Establishment of a referral system Establishment of a medical supply system	
	Infant mortality rate Average life expectancy Average morbidity rate	Distance to public medical institutions Time to medical institutions in case of emergency Availability of medicines in medical institutions	Expansion of a nurse training center Establishment of a retraining system for medical practitioners Establishment of a support organization for medical practitioners	
		Qualitative and Quantitative Improvement of Medical Practitioners	Number of nurses per population Number of doctors per population Number of citizens participating in support organizations	Provision of Medical supplies Establishment of a vaccination program × Medical supply system Training on preventive medical care
		Promotion of Vaccination Campaign	Rate of vaccination against diseases Number of vaccinations	Construction of water works Well digging (deep and shallow wells) Protection of wells (from livestock excreta and others causes) × Systematization of periodical water inspections Organization and development of water management associations × Establishment of a water supply training center
		Safe Water Supply	Distance to water supply facilities Number of water facilities per population Water quality (quantity of bacteria, etc) Number of citizens participating in water management cooperatives Quantity of water supply Reduction of time required for water collection	× Improvement of domestic drainage measures Promotion of the use of latrines Improvement of waste disposal Establishment of a health care center Capacity building of community groups on sanitation issues
		Improvement of Sanitary Conditions	Number of latrines Number of waste disposal facilities Number of health care centers and institutions Number of participants in community groups	Promotion of family planning Nutritional education Promotion of health education after childbirth Child health education Education of traditional mid-wives
		Improvement of Maternal and Child Health Education	Number of participants in maternal and child health education seminars Number of seminars held Reduction of morbidity rate for traditional mid-wives	STD education Education for prevention of infectious diseases Diffusion of knowledge on home medical treatment Capacity building of community health workers
		Knowledge-building on Public Health	Number of participants in seminars on sexually transmitted diseases Number of trained health workers Boiling of drinking water	Capacity building of health care administrative officials Development of health care database
		Improvement of Health policy-planning		× Improvement of taxation system × Local finance review
		Securement of Financial Resources for Health		
		2-2 Improvement of Educational Standards	Infrastructure Development	Construction of classrooms Preparation of teaching materials × Construction of teachers' residence Strengthening of community organizations
	Literacy rates School attendance rate Advance rate to lower secondary education Advance rate to upper secondary education	Number of students per classroom Number of books per school Number of farming households participating in community organizations	Capacity Building of Teachers	Expansion of teacher re-training system × Strengthening of community organizations Expansion of teacher training schools Expansion of an educational inspection system Seminars on school management
		Number of teachers participating in seminars Rate of filled vacancy of teachers housings Capacity of teacher training schools	Improvement of Educational Quality	Improvement of the syllabus and curriculum Preparation and distribution of textbooks Increase of educational materials × Establishment of evaluation system of teachers
		Reduction of Gender Disparity in School Enrollments	Distribution of learning materials based on new teaching methods	Classes for girls Assignment of female teachers × Improvement for female students curriculum
		Boy/Girl student ratio Girls' school enrollment rate	Reduction of Gender Disparity in School Enrollments	Education seminar × Development of an association for improvement of the environment for education × Reduction of child labor
		Improvement of Understanding of Education	Number of seminars held Number of child laborers	× Scholarship system × Student loan system × Establishment of a mutual-aid association on education
		Creation of an Educational Fund	Number of loan borrowers Number of participants in mutual aid sessions	× Follow up classes (encouraging dropouts to return to school)
		Improvement of Education for School Dropouts	Number of students who return to school	Expansion of literacy classrooms Development of literacy materials for adults Capacity building for literacy instructors Dissemination of printed information
		Improvement of Literacy Rate	Number of literacy trainers Number of class participants Number of textbooks	× Expansion of civil rights education Life planning seminars × Education on democratization Construction of a regional library
		Citizenship education and education for the improvement of living conditions	Number of seminar participants Number of library users	× Capacity building of educational administrators × Preparation of statistics on education Seminars
		Improvement of Educational Policy Planning	Number of seminar participants	× Improvement of the tax system × Review of local finances
		Securement of Financial Resources for Education		

Development Objectives Chart on Rural Development (3)

Development Objectives	Mid-term Objectives	Sub-targets of Mid-term Objectives	Examples of Activities	
3. Improvement of Protective Capabilities	3-1 Conservation of Natural Environment Cultivable land area Forest area and trees planted Water quality Amount of marine resources	Soil Conservation Number of terracing locations Number of checkdams Number of environmental education courses Number of citizens participating in cooperatives	Environmental research Terrace (erosion) and dam construction Forestation and planting of trees for protection against wind Environmental training and development of cooperatives	
		Forestry Conservation Number of afforestation trees Number of participants in cooperatives Environmental study area	Environmental research Establishment of afforestation and vegetation zones Sustainable resource management Environmental training and development of cooperatives	
		Bio-diversity Conservation Environmental study area Number of researchers Water quality Amount of marine resources	Environmental research Fishing and hunting restrictions Fish, animals, and insects are to be released to conserve the bio-diversity Water quality conservation activities Building capacity of environmental researchers	
		Water Quality Conservation Number of participants in cooperatives Number of water purification locations	× Construction of sewage disposal facilities Education on domestic waste water Environmental training and development of cooperatives	
		3-2 Measures Against Natural Disasters Number of deaths per disaster Number of floods Number of droughts	Flood Prevention Number of river banks Number of river protection works Number of seminars held	Construction of river banks River prevention work against floodings Construction of emergency evacuation area for in the case of flood disasters Disaster prevention
			Anti-earthquake measures Number of water facilities Number of disaster prevention training courses held	× Fire extinguishing water reservoirs × Anti-earthquake building measures Disaster prevention courses
	3-3 Improvement of Administrative Capabilities for Environment	Capacity building of local administrative officers	Training courses for administrative officers × Development of business manuals for administrative officers × Supervision system for administrative officers	
		Improvement of statistics on environment	Development of environmental research systems Development of monitoring systems	
		Improvement of tax collection system	× Imposition of new taxes × Improvement of tax collection system × Tax privilege system for environmental conservation issues	
		Revision of local finance	× Efficiency of finance × Expansion of budgets for environmental conservation	
		4. Improvement of Political Capabilities	4-1 Improvement of Central Administrative Capabilities for Decentralization	Strengthening of Policy-making and Implementation Capabilities
	Improvement of Statistical Information			Development of various statistics × Promotion of budget allocation based on decentralization × Improving efficiency of fiscal expenditure and cooperation on budget execution × Utilization of private funds through promotion of cooperation with private sectors and NGOs × Improvement of application of funds through thorough auditing
4-2 Strengthening of Local Administrative Capabilities for Decentralization	Capacity Building for Local Government			Strengthening of policy-making capabilities of local officers for community development Improvement of local officers' mentality and knowledge based on decentralization Promotion of community's participation in development policy-making
	Development of Regional Statistics		× Development of various regional statistics × Establishment of tax collection system for local governments × Capacity building for revenue agents × Increasing annual revenue of local governments (e.g. local tax) Utilization of private funds through promotion of cooperation with private sectors and NGOs	
	Improvement of Local Administration System		× Simplification of decision-making process within local governments × Development of management manuals	
Expansion of Local Administration Service Facilities	× Establishment of various governmental facilities (e.g. municipal governments)			