Copyright is owned by the Author of the thesis. Permission is given for a copy to be downloaded by an individual for the purpose of research and private study only. The thesis may not be reproduced elsewhere without the permission of the Author.
Reality check: Gender mainstreaming in a JICA-funded disaster risk reduction and management project in the Philippines

A thesis presented in partial fulfilment of the requirements for the degree of
Master of International Development

Massey University
Manawatu, New Zealand

TRACY MELISSA CAGA DECENA
2018
Abstract

The Japan International Cooperation Agency (JICA) is one of the leading bilateral donor agencies which supports the Philippines in enhancing its resilience to natural disasters. Addressing human vulnerability is believed to be the key in strengthening community resiliency, and this includes minimising the disparate impacts of disaster on men and women. Linking these issues to the principles of aid effectiveness, this thesis explores how does one of the largest bilateral development actors, JICA, ensure that its disaster rehabilitation programmes are gender responsive? In particular, this research investigates how JICA mainstreams gender into a disaster risk reduction and management project in the Philippines.

This research used a qualitative approach—drawing on semi-structured interviews, document analyses, and a non-participant structured observation—to explore JICA’s gender mainstreaming framework, how it affects a Philippines’ disaster risk reduction and management project, and how the local partners influenced the mainstreaming of gender within the rehabilitation programme. It followed JICA’s gender mainstreaming framework starting from the formulation of the policy in its Headquarters in Tokyo, and to the adoption by JICA’s country office in the Philippines based on the local context. It then examines how the framework is operationalised in the programme, and finally, the contribution of JICA counterparts in the city government of Tacloban in mainstreaming gender.

The research found that JICA’s gender mainstreaming framework covers only its departments in Tokyo. It has minor impacts on JICA’s Philippines office and its operations. However, the local gender framework in Tacloban City was reflected in the bilateral programme, albeit with limitations. In examining the frameworks and mechanisms of JICA and Tacloban City, the study found that gender mainstreaming is inherently technical in nature, requiring expertise, resources, and processes to be in place in order to achieve its transformative potential. The research concluded that a gender policy alone is not enough to precipitate changes towards gender responsive operations and outcomes—it requires fundamental commitment to gender equality by agencies who aim to deliver equitable development outcomes. The research hopes to enhance understanding of how gender can be better integrated in the context of official development assistance and disaster-related interventions in the Philippines and elsewhere.
Acknowledgements

Firstly I would like to thank the New Zealand Ministry of Foreign Affairs Aid Programme for the opportunity to undertake this research.

I would like to acknowledge the support of JICA Philippines, without which this thesis would not have been possible. My sincere thanks also to JICA Headquarters, Tacloban City government, and all of the individuals who contributed time and information towards this piece of work.

I would like to express my deepest gratitude to Dr Gerard Prinsen for his constant guidance, kind words of encouragement, and invaluable technical critique.

I am also very grateful to Professor Regina Scheyvens for her engagement throughout my research and her ability to provide the right blend of advice and inspiration.

And to my friends and family, my heartfelt thanks for the unending support in so many little ways, not least of which came through the countless hours of Sunday phone calls – the importance of which can’t be understated.
Table of Contents

ABSTRACT I
ACKNOWLEDGEMENTS II
TABLE OF CONTENTS III
LIST OF TABLES V
LIST OF FIGURES V

INTRODUCTION: BACKGROUND AND RATIONALE OF THE STUDY 1

Chapter Outline 6

CHAPTER 2: DISASTERS AND GENDER 8

2.1 Disaster Risk Reduction and Management 9
  2.1.1 Disaster risks and vulnerabilities 9
  2.1.2 Post-2015 agenda and Sendai Framework on Disaster Risk Reduction 11
  2.1.3 Disaster Risk Reduction and Management (DRRM) System 13
  2.1.4 Gendered impact of disasters 16

2.2 Gender mainstreaming 18
  2.2.1 Gender inequality and responses to this 18
  2.2.2 Underpinnings of gender mainstreaming 22
  2.2.3 Gender mainstreaming in DRRM 28

CHAPTER 3: AID DELIVERY VIA BILATERAL ASSISTANCE 31

3.1 Principles of aid/development effectiveness 31
3.2 Drivers for adoption of the aid effectiveness agenda 33
3.3 Aid effectiveness and gender mainstreaming 34
3.4 Underlying issues concerning aid effectiveness 36
Framework for gender mainstreaming in a bilateral DRRM intervention 36
Summary of literature review 42

CHAPTER 4: CONTEXT 44

4.1 Japan International Cooperation Agency (JICA) 44
4.2 JICA in the Philippines 46
4.3 Typhoon Haiyan and JICA’s response 47

CHAPTER 5: METHODOLOGY 51

5.1 Positionality and ethical considerations 51
### CHAPTER 6: JICA AND GENDER MAINSTREAMING

6.1 JICA’s gender mainstreaming policy and guideline
   - 6.1.1 Human Resources
   - 6.1.2 Sectors for gender mainstreaming
   - 6.1.3 Gender mainstreaming in JICA’s DRRM projects

6.2 Gender mainstreaming in JICA Philippines
   - 6.2.1 Gender mainstreaming mechanisms in JICA Philippines
   - 6.2.2 Perceptions of officers on JICA’s gender efforts

6.3 Gender mainstreaming in DRRM project
   - 6.3.1 Local counterparts’ perceptions on the project

### CHAPTER 7: GENDER MAINSTREAMING IN TACLOBAN CITY GOVERNMENT

7.1 GAD code, incentive and accountability mechanisms
7.2 Gender mainstreaming in all sectors
7.3 Structured observation in Tacloban City
7.4 Perceptions in gender mainstreaming at the local level

Summary of findings

### CHAPTER 8: DISCUSSION AND CONCLUSIONS

8.1 JICA’s gender mainstreaming strategies, framework and policy
8.2 JICA’s gender mainstreaming in a DRRM programme in Tacloban City
8.3 Gender mainstreaming in the DRRM programme by local stakeholders

Further discussion, implications, and concluding remarks

REFERENCES
List of Tables

Table 3.1: Specific mechanisms for gender mainstreaming based on the framework for a bilateral DRRM programme .................................................................38

Table 5.1: Summary of key guide questions, methods, and participants at each research site .................................................................64

List of Figures

Figure 2.1: A nexus of three development themes surrounding the project .................8

Figure 3.1: Conceptual framework of gender mainstreaming in a bilateral DRRM programme ........................................................................................................37

Figure 5.1: Map of project site in the Philippines ....................................................54

Figure 5.2: Framework for analysis of gender mainstreaming in a local DRRM JICA project ........................................................................................................57

Figure 6.1: JICA’s gender mainstreaming promotion system based on its GAD guideline ........................................................................................................69

Figure 6.1: Percentage of gender mainstreamed projects in various sectors of JICA’s technical cooperation assistance based on its 2015 annual report on gender and development ........................................................................................................78

Figure 8.1: Gender mainstreaming continuum: Attributes and elements towards an encompassing approach .................................................................128