

First Session of the Workshops
on the Achievement of the World Food Summit Action Plan

PROCEEDINGS:
**The Role and Empowerment of Rural
Women in Food Security**

The First Day, 23 January 2002
KKR Hotel Tokyo, Tokyo, Japan

Japan FAO Association
Food and Agriculture Organization of the United Nations
Japanese Ministry of Agriculture, Forestry and Fisheries

PROCEEDINGS OF
THE FIRST SESSION OF THE WORKSHOP
IN THE ACHIEVEMENT
OF THE WORLD FOOD SUMMIT ACTION PLAN

THE ROLE AND EMPOWERMENT OF RURAL WOMEN IN FOOD
SECURITY

23-25 January 2002 at KKR Hotel Tokyo, Tokyo, Japan

INTRODUCTION

1. The workshop toward the achievement of the world food summit plan of action was held at KKR hotel, Tokyo from 23 to 25 January 2002. This program was organized jointly by FAO, Japan FAO Association and the Ministry of Agriculture, Forestry and Fisheries, (MAFF) Japan.
2. Opening Address by Mr. Sakue Matsumoto
Director General of Japan FAO Association
Welcome Address by Mr. Yoshitomo Kinoshita
Director, International Cooperation Division
3. Briefing of the Workshop Schedule by Mr. Susumu Matsuoka
Managing Director Japan FAO Association
4. Election of Co-Chairpersons and Conference Advisors

Co-Chairpersons

Dr. Keiji Ohga
Mr. Teruhide Fujita
Ms Kayoko Mizuta
Dr. Ryohei Kada
Dr. Tomonori Morikawa
Mr. Osamu Koyama

Conference Advisors

Dr. Marie Randriamamonji
Dr. Revathi Balakrishnan

KEY NOTE SPEECH

Keynote speech by Dr. Marie Randriamamonjy

Chief, Women in Development Service, Women and Population Division,
Sustainable Development Department, Food and Agriculture Organization

Roles and Empowerment of Rural Women in Food Security

1. Institutional policy and programs on gender

- * Rome Declaration on Food Security 1996
 - *Right to access safe and nutritious food*
 - *Commitments to eradicate hunger by halving undernourished*
 - *Full and equal participation of men and women*
 - *Acknowledgement of women's contribution to food security*
 - *Sustainable policies to promote participation of people*
- * FAO Gender and Development Plan of Action 2002-2007
- * Committee on Food Security (CFS)
- * Food Insecurity and Vulnerability Information Mapping System (FIVIMS)
- * State of Food Insecurity (SOFI)
- * FAO Regional Conferences

Rural women and food security

- Enabling environment conditions for eradication of poverty
- Policies to eradicate poverty and inequalities
- Sustainable development policies and practices
- Agricultural trade and overall trade policies

Gender and food security

Promote gender equality in;

- Access to and control over safe and nutritionally adequate food
- Access to, control over and management of natural resources and agricultural support services
- Policy and decision making processes at all levels in the agricultural and rural sector
- Opportunities for on-and-off farm employment

Priority Areas of Intervention

Priority Areas of Intervention selected by the FAO;

- Food and nutrition
- Natural resources
- Agricultural support system
- Agricultural development policy and planning

2. Current Situation and Status

Agriculture and Development trends

a) Positive points

- International commerce is deteriorating, while there is an increase of the agricultural production in the developing countries.
- Slowing down of the international commerce and market prices fluctuations for agricultural products.
- Emerging issues such as HIV/AIDS and its impact on food security in terms of availability of labor force, access to food, to health care and social support.
- Awareness about the close relationship between the disease and gender
- Achievement of tremendous studies by agricultural technologies, which would allow people to believe that the Earth can secure foods for its population.

b) Negative points

- Increasing environmental damages causing soil degradation, water logging and salinization, decreasing of fresh water resources.
- Depletion of marine fish and shell fish stocks.
- Concentration of agricultural production on a limited number of staple foods worldwide, resulting in loss of genetic diversity.
- Still 88 'food deficit' countries in the beginning of the 21st century.

Concerning food security in mid 1990s, there were 826 million hungry people in the world who lack an average of 100 to 400 kilo calories per day, which would diminish their ability to lead an active and healthy life.

The goal set by the WFS in 1996 to half the undernourished by 2015, actually only be reached by 2030. (400 millions)

Global Status of Food Security in Asia and Pacific

a) The region accounts for;

- 39% of world land areas
- 62% of world population
- 2/3 of undernourished population in developing world

b) Sub-regional variations & Concentration of poverty in rural areas.

While Asia and the Pacific is home to most of the World's chronically hungry people, the depth of hunger is higher in Sub-Saharan-Africa.

In developing countries, women are among the most vulnerable groups to food insecurity, especially in household.

FIVIMS (Food Insecurity and Vulnerability Information Mapping Systems) has identified six categories of vulnerable groups.

(the Sub-groups of female-headed household in each category and women of childbearing age are singled-out as the most at risk of under nutrition.)

- Victims of conflicts
- Migrant workers and their families
- Marginal populations in urban areas
- People belonging to at-risk social groups
- Some or all members of low-income households within vulnerable livelihood systems
- People, living alone or in low-income households with large family size

From Statistics

a) The high level of women participation in the agricultural labor force, which in many countries in Asia is higher than the world average.

b) South and East Asia would likely approach the target to half the undernourished due to economic expansion and the slowing down of population growth in China and India. However, Afghanistan, Bangladesh, Korea and Mongolia are among the countries with the highest prevalence and greatest depth of hunger.

c) The percentage of female unpaid family workers are by far higher than for males. On the contrary, the proportion of female independent entrepreneurs is much more lower.

3. Gender to Achieve Food Security

- Strategic action to reduce under nutrition
- Rapid economic growth and poverty alleviation
- Agricultural growth
- Community - Government partnership and alliances
- Investment in agriculture

Specific measures for rural women

- Empowering programs
- Increasing opportunities and resource
- Supporting new roles
- Promoting / enabling environment
- Improving their visibility
- Building skills and capacities
- Creating / strengthening alliances
- Decreasing disparities and inequalities

Factors affecting food security

- Economic growth and poverty reduction
- Macro - economic instability
- Population growth and migration
- Preparedness for natural disasters
- Globalization
- Investment in agriculture

WFS Commitments

Provides a set of measures in all aspects of agriculture development in rural areas.

- Enabling environment conditions for eradication of poverty
- Policies to eradicate poverty and inequalities
- Sustainable development policies and practices
- Agricultural trade and overall trade policies
- Preventing natural disasters and man - made emergencies
- Optimal allocation and use of public and private investments
- International cooperation to implement the plan

Conclusions

- Importance of household food security
- Documenting rural women's contribution through macro and micro studies
- Multiple roles of rural women in food production and food chain
- Adjustment of support services to evolving roles

Comments by Ms. Revathi Balakrishnan

Regional Rural Sociologist and Women in Development Officer
Food and Agriculture Organization, Regional Office for Asia and
the Pacific

Three issues raised for empowerment of rural women in South Asia and East Asia

1. Dimension of Hunger and Poverty

In South Asia and East Asia, many countries such as Bangladesh, Pakistan, and India suffer from hunger and poverty. The dimension of hunger is sharp between the urban areas and rural areas that many rural people died suffering from hunger and poverty.

2. Segregation of Agriculture

Education achievement is necessary in rural areas. Children from rural areas, especially girls, are more likely to drop out from school because of the inability of their parents to afford for school. Moreover, there are many rural women who are illiterate. Since women did not receive education well compared to men in rural areas, they are not able to teach their children. So a lack of education would be a problem not only for rural women but also for the next generation. As the education affects the children's future when to get a job, the education opportunities should be given equally for both urban and rural children.

3. Flow of Migration

Migration is one of the problems occurred in Asia. For example, China, the largest-population country in the world, has a lot of immigrating people from other Asian countries in the rural areas. We should give some measures to control them to avoid economic troubles and social disorder.

Introduction of technology

Although biotechnology has been developed day by day in contemporary society, people in rural areas have difficulty in catching up with it. It is because there are less educated engineers in rural areas than in urban areas.

On the other hand, information and computer technology (ICT) is a new-key technology, which enlarges the gap between the urban people and rural people, especially urban men and rural women. ICT divide widens urban-rural disparity and access to information and knowledge. Educational gap and also knowledge gap must be relieved as soon as possible.

Livestock Evolution

As the population growth is evident in Southeast Asia, livestock foods should be stocked to afford their food. Extreme demanding of foods is threatening. It is not simply because of the fear of hunger but also the shortage of nutrition for babies and fetuses. In this respect, the low-nutrition intake of rural women must be solved immediately.

The Asian-Pacific region is certainly the largest region in the world and we should cooperate each other to solve these problems.

Q & A

Q What should be done regarding the lack of documentation in Pakistan?

A All the definitions were viewed in the Historical Meeting in 1992, and that should improve the data collection.

Efforts that are done until now:

- The household training for reforming in Europe, Asia,
- Pilot studies in selected countries
- Government, Implementing some projects 2000 (every 10years)
- Meeting in Guam, ministers of woman's affair, media, representatives of women
- how to improve information, data, are included there, improving technology for women

Data gap

Europe is the center of agriculture problem

Supply world widely information about women

Q Please tell me some pacific programs for ICT.

A employment and education in ICT is a different matter.

Philippines are doing studies on this

Korea women study group

Training program central training in Africa, train internet, 15countries and Spain
75 participants from those countries. Collaborated, NGO, developed 2 consultant,
Rome, Latin America, the course lasts month.

Intensive, / results is good as compared to the cost invested.

This is the use of internet, good outcome,

Use as communication

First, train, Professional development

And then for women

COUNTRY PRESENTATIONS

6, including 5 minutes' clarification Q & A

INDONESIA

Ms. Siti Sugiah machfud Mugniesyah,

Director, Center for Women Studies, Research Institute, Bogor
Agricultural University

Role and Empowerment of Rural Women in Food Security: Case of Indonesia

The role of rural women in food security in developing countries including Indonesia is widely recognized. In Indonesia, women are the mainstays of peasant household, as family labor as well as farm labor force. However it doesn't mean that they get the benefits form its activity as well as from the government intervention programs, especially concerning food security programs which are related to food security.

In daily life as well as in development programs, rural women are faced with a number of constraints that are caused by the gender ideology which strongly influences the mainstream development program as well as the rural people themselves.

Features of Rural Households

Number of agricultural household:

21,74 millions (51.61% of the total household)

Agriculture household by sub-sector;

Food crops
Life stocks
Fish catching
Wood crops
Horticulture
Plantation

Sector & Employment Status

Except for urban men, the percentage of people in rural and urban area who worked in informal sector was higher than that of formal sector.

Rural Women's Access to Various Resources

Access to Education

The percentage of rural people who were illiterate almost four times higher compared to urban people.

Access to Land

The farming area held by land user farming household decreased from 5.72 billion Ha (1983) to 5.24 billion Ha (1993). There was a land accumulation in a small number of households, especially among the upper strata. Female headed household controlled only around two third of land that is controlled by male headed household. Generally, husband and wife have access to land, and the trend is the higher the stratum the higher the size of land, for paddy field as well as dry land. Rural women have access to land through inheritance or grant system or and by purchasing system, usually after they are married.

Access on Socio-economic Institutions

There were only 7,570 million active members of Village Cooperative Unit, 21.19 percent of whom women. In terms of farmer group, out of 378,864 farmer groups in Indonesia, only 11 percent were women.

Rural Women's Contribution in Food Security

The work on the rice field and the dry land are done by men and women, within and outside household. Within household labor, compared to the men, women contribute around 86 percent and 78 percent, each for rice field in rainy and dry seasons and 85 percent in huma paddy.

In terms of control to agricultural production activities, the decision making pattern which was dominant is the husband and wife pattern. The higher the access of women to land, the higher the control to rice production.

Regard to the non-agricultural activities, the higher the stratum the higher the working hour in service and trading.

Regard to household income structure, the upper strata household the non-agricultural source of income is a part of the accumulation strategy, whereas among poor household it is often as a precondition for their survival. The lower the stratum the lower the rate of nutritional consumption is for men as well as women.

Food Security and Women Empowerment Policies

Under the government of Indonesia, many policies have been implemented; The food security policies are based on the 1945 Indonesia Constitution.

- BIMAS (Mass Guidance) 1970s
- INMAS (Mass Intensification) 1976
- INSUS (Special Intensification) 1979/1980
Command and subsidization
- IPM late 1970s
- GBHN 1999-2004
Three programs;
 - *Program for Improving Women's Quality of Life,
 - *Program for the Development and Synergy of Empowerment Policy
 - *Program for Improving the Community's Role and Institutional Empowerment in Gender Mainstreaming.

Others;

- Gender Mainstreaming in National Development Program
To ensure the implementation of it in the local level, the State Ministry of Women Empowerment together with the local government has been initiating the establishment of the *Women Empowerment Bureau* in province level and the *Division of Women Empowerment* in the District Level.

GAP (Gender Analysis Pathway)

DAFEP (Decentralized Agricultural and Forestry Extension Project)

Problems and Constraints

Internal Factors

- Gender ideology, which still strongly influences the rural household members, men and women as well as community
- Low personal resources quality among rural women such as education, which influences the low capability to access on various resources that facilitate the improvement of household food security
- The passing of the traditional food saves institution in the community level because of the government intervention in the past.

External Factors

- Policies in incomplete policies of food securities
- Multidimensional crisis such as declining of Indonesian economy

Efforts to Empower Rural Women in Food Security

- Reorienting the GOI policies on food security based on the Declaration of Human Right and developing the policies, program and activities which is accelerating the food security in the level of individual
- To ensure that gender mainstreaming is in integrated in agricultural development in general, especially in food security in any sub-sector.
- To conduct training and advocacy on gender mainstreaming for all stakeholders in agricultural development
- To disseminate the Convention on the Elimination of All Forms of Discrimination Against Women to the stakeholders in food security program and activities as well.
- To ensure more equitable access to land for both men and women farmers.
- To ensure that agricultural research, education and technologies reach female farmers.
- To ensure the participation of all rural stakeholders.
- To promoting women's organization in food security development

Q & A

- Q What is the major difference between farmer group of women and that of others? Agricultural organization in Indonesia is small amongst others.
- A The women farmer group are especially related to domestic, Such as how to cook better, how to live better etc
But not related to the production really.
So the Name is different.
- Q Have you discussed the land reproduction which is very difficult in Indonesia?
- A Land owners are form urban people so difficult to contact with them but still have actually discussed in many constraints,
- Q Legal expositions
How to do you explain in some areas, still performance is not good enough
- A Even the Ministries of Women Empowerment coordinate many, the implementation by state government is less than that.

LAOS

Dr.Outhaki Choulamany-Khamphoui
Gender Consultant, Lao Women's Union

Role and Empowerment of the Rural Women in the Lao PDR

The gender awareness is relatively new and action must be put into more wide range in the Lao PDR, but the situation is improving with efforts of The Lao Women's Union (LWU) and other development partners.

Contribution of Japan will achieve the nation and people of the Lao PDR to alleviate poverty and realize better life.

The Lao Government has recently identified food security as a top national development priority, and thus efforts are being made to transform the traditional subsistence agriculture to market oriented agriculture.

The Constitution of Laos recognizes equal rights for men and women in all aspects of society, but more efforts are still needed to recognize and support the role of rural women in advancing living standards and contributing to sustainable food security.

The LWU has a task of promoting better understanding of gender issues and assisting rural women in achieving empowerment aimed at alleviating poverty and contributing to food security.

Five proposals;

- Recognize and elaborate the role of rural women in the national agricultural development strategies.
- Respond to grassroots needs of rural women.
- Transfer the skills in preservation and agro-processing of rural women.
- Allow greater access to rural credit.
- Develop markets with involvement of rural women.

Japan's financial and technical assistance has an important role in addressing the needs of rural women, contributing to their empowerment which in turn would allow them to play a greater role in achieving food security.

Attributable to hard work of rural women, self-sufficiency in rice production was achieved.

In addition to the usual domestic works such as taking care of children, and cooking, etc, rural women are engaged in all aspects of agriculture, including seed selection, transplanting, weeding, harvesting, milling and marketing.

Training, transfer of skills, access to credit and information, participation in planing and decision making for rural women should be considered more at the household level.

Q & A

Q What government assists women's organization?

A Basically, all government looks after for this but the top looks for this besides. Recognized officially, globally.

Q Interested in man title in Laos husband's lands owning.
What are the factors, influences of the outcome and this situation?

A Factors;

- Social awareness even for women, to rely on men, as a household.
- Not intentionally, but by the ignorance of individual rice.
- Before the registration was done by words, but now done by paper.
- Relying on the husband as householder and the husband is not aware what he is doing. Now they are approaching to explain the danger of
- this out comes and now they are more recognizing and situation improving.

MALAYSIA

Nurmala Md. Noor, Muda
Agriculture Development Authority (MADA) Malaysia

The Role of Rural Women in Paddy production and Support Measures to Improve their Social Status in the MUDA Irrigation Scheme of Malaysia

The objectives of the rice industry

- To ensure a minimum self-sufficiency level (SSL) of 65%;
- To increase production of higher quality, specialty, and fragrant rice; and
- To maintain strategic quantity of rice stockpile.

The role of women

Women's participation in the field activities varies in degree of intensity and importance.

- Land preparation
- Nursery preparation
- Transplanting
- Application of fertilizers
- Pest and disease control
- Water control
- Harvesting

MADA objectives

- To uplift the living standards of the majority of the rural population, and
- To increase production of rice for the national requirement (national self-sufficiency)

MADA programs

- Program for construction, expansion, operation and maintenance of infrastructure
- Program for training, extension and development of agriculture
- Farmers Organization (FO) movement to encourage active environment of farmers in the planning and implementation of development programs
- Program for studies and research to yield technical, economic and social information; and
- Program for the development and progress of the farm family, farm institutions and local industries

MADA improve the livelihood of the farm families in the Muda region. The program for rural women was planned based on the finding which showed that women played an important role in influencing their husbands' decision making concerning planting activities and paying of farm credits. The program named Farm Family Development Program (FFDP) has 4 scopes;

- Training and Extension Program
- Leadership and Social Program through The Women Farmers Group (WFG)
- Economic or Income Generating Projects
- Agricultural Activities

Training and extension is the basis in bringing about changes in knowledge, attitude and skill. It is required to implement other activities. Training is carried out at the training center and extension at the village level.

The women were encouraged to form the Women Farmer's Group at the village level and the Farmer's Organization (FO) level. The chairwomen of the WFG in the village level will represent all the women at the FO village committee. On the other hand, a committee member of the WFG at the FO level will be elected from the chairwomen at the village. Then, a chairwoman of the WFG will be elected to sit in the FO board of director together with other farmers' leaders at the FO level. In this way the status of women in the FO is guaranteed.

The widespread use of mechanization in paddy production results in reduction of the use of women labor. So they are encouraged to spend their spare time on other economic activities to diversify and increase their income.

Agriculture programs are included to improve the status of the rural women involved in farming. They are given training on paddy production, plant protection, vegetable farming, mango planting, landscape and animal husbandry. Therefore, agriculture modernization has successfully achieved in Malaysia. Technology eliminates or reduces several farm operations and displaces women and other hired laborers. It also utilizes the time for both men and women.

Thus, the social status of women in Malaysia is achieved successfully with implementation of Farm Family Development Program (FFDP).

Q & A

Q Migration information about women was left out. Any program?

A Migration is low. In 70s, labor force in harvesting migrated to town and so urban area was modernized.

Female education has improved compared as to men.

Women are more eager to study than men. (2/3 is women in schools)

Regarding engineering area, numbers of men are higher than women.

PHILIPPINES

Dr. Patricia C. Jimenez

Ph.D, Supervising Agriculturist,
Agricultural Training Institute of Department of Agriculture

Role and Empowerment of Rural Women in Food Security

Ensuring food security should be a concerted and protracted effort of everyone to have access to the right kind, safe and quality food, when recognizing women as an important resource with great productive potential in the country.

Men, women and youth should demand for their right to adequate and safe food, but they themselves should produce food and augment income to increase purchasing power. The double burdened that women are experiencing, serves as a challenge and their struggles pave the way for their empowerment through the laws passed for women's welfare.

Although the Philippine government recognizes the contribution of women in the GNP of the country and the situation for women is improving, more strategies should be done to enhance women's role in food security.

(Status of Filipino Women in Agriculture)

Besides their traditional raising of children and managing of homes, rural women are engaged in almost all of agricultural activities.

Their participation in farm work is born out of necessity to augment and complement the men's multiple roles in the new farming system, and it ensures that farm productivity is directed towards the fulfillment of the basic needs and the improvement of the well-being of the family and the community.

(Food demand & Nutritional Needs)

The main staple of the Philippines is rice, which usually is eaten with fish, vegetable and or meat as viand. In poor households, it is taken with salt, sugar or fermented fish. The deficiency is generally seen in the quantity and quality of food eaten.

Actions undertaken by the Consumers' Organization of the Philippines was to lob for food safety. Not only ensuring sufficient supplies but also the safety and high quality of food.

Other efforts (to ensure safety and high quality of food to protect consumers)

- Dixon issue
- Meat and Meat Product Import Regulation
- Fisheries Administrative Order 195
- Bureau of Agriculture and Fisheries Product Standards
- APEC Food Mutual Recognition Arrangement (MRA)

National policy for women empowerment

- Philippine Constitution of 1997
- New family Code of 1997
- RA 7192 or "Women in Nation Building Act of 1992"
- RA 6949 "An Act Declaring March 8 as National Women's Day of 1990
- RA 6667 of the Comprehensive Agrarian Reform Law 1998
- RA 6725, 1989
- RA 7882, 1995
- 30-Year Philippine Plan for Gender Responsive Development (1995-2025)
- Development of Environment and Natural Resources Administrative Order (AO) No. 4 series of 1991
- DENR Administrative Order (AO) No.7, series of 1995

The Department of Agriculture, Agriculture Training Institute (DA-ATI) in coordination with the Local Government Units (LGUs) extend technical assistance to the Rural Improvement Clubs (RIC) of the Philippines, a village-based organization of women.

Projects undertaken by the RIC members for food security:

- Rural Improvement Club (RIC) Home Economics Extension Association of the Philippines (HEEAP) Entrepreneurial project
- Training Services Enhancement Project for Rural Life Improvement (TSEPRLI) (JICA-LGUs)
- Production, Processing and Marketing of root crops by Rural Women (UNIFEM)
- UNICEF Assisted Income Generating Projects
- DA-Livelihood Enhancement for Agricultural Development (LEAD) Project Funded by the DA-National Agriculture and Fishery Council (NAFC)

Project Components/Approaches for Women Empowerment

- Conduct of technical and skills training on production, processing and marketing.
- Effective networking and marketing assistance
- Provides Post-harvest facilities
- Flexible credit/financing scheme
- Implementation of gender awareness sensitization program

Other women projects that ensure food security

- Bio-intensive gardening (BIG)
- Food available in the home (FAITH)

Strategies that should be done to enhance women's role in food security

- Transforming gender relations
The gender relationship in the decision-making and process of the farm households should be clearly understood.
- Role of women professionals
Women professionals have special roles in enhancing women's participation in farming.
- Gender oriented technology
Technology selection and development should provide space for women's participation.
- Coping with reproductive roles
While it is true that women's reproductive roles constrain their participation in farm management, a strategy using the nursery or day-care approach can help overcome this constraint.
- Farm-based livelihood
Efforts should be exerted to introduce farm-based livelihood projects that are suited to women's preferences.
- Wives as holder and controllers of the family purse
Wives as holders and controllers of the family purse is a cultural norm in the Philippine society.

THAILAND

Ms. Pattareepan Pongwat
Manager Women and SME Department
Credit Union League of Thailand, Ltd.

Role and Empowerment of Rural Women in Food Security

Introduction to Credit Union League of Thailand, Ltd. (CULT)

CULT is the national cooperative financial institution of Credit Unions in Thailand and is committed to the principles of democratic control and cooperation among the cooperatives.

Objectives

- To promote the organization of new credit unions
- To provide the services for improvement, maintain financial stability and fostering growth of credit unions
- To participate with its members in the development of higher standard of credit union management, operation and supervision as well as the credit union financial system.
- To manage the league financial operations for maximum security and efficiency as well as equable rate of returns to its members
- To promote the credit union movement in Thailand and to facilitate cooperation among credit unions, chapters, league and international credit union association.
- To represent Thai credit union movement in contact with the general public, government and private organization and develop and maintain the possible relations.

Women in Development of CULT

- Founded in 1989
- Only 20% out of total individual members are elected to the Board members (50% of total are female)
- Women's activities were stated in 1990
- Two programs on women have been done for developing role, leadership and income generation
- Continuation on women programs from 1990 up to present, training, seminar, exposure are still on going.
- Training of productive materials, management and marketing has been emphasized more

Role & Empowerment of Rural Women in Food Security

The role of Thai women in food security starts from food production process by helping their husband do the plantation for food processing. Besides, Thai women has the knowledge and capability to bring these foods as the food preservation in many variety for long consuming and use the remaining balance to be sold to generate income for the family.

- 50% of total population in Thailand are female
- Only 10% of member of the house representatives and senators are female
- Female use the voting right more than male
- The Thai Cabinet never has been female more than two persons
- The majority of the people in the high level of management and decision-makers mostly are male
- Majority of female doing two jobs in the same time, in and outside the house

JAPAN

MS Tomoko Ichida (Iwata)

Policy Research Institute, Ministry of Agriculture, Forestry and Fisheries (PRIMAFF), Japan

Farming Women and Gender Issue in Japan: A Historical Approach

Farming Women and Gender Issue in Japan: A historical Approach

Different from the other countries, people engaged in farming in Japan are only 4% to the total number of the engaged. Within this, women ratio is about 60%. After the high economic growth GDP share of primary sector as agriculture, forestry and fisheries, has been getting smaller and smaller.

Nowadays, Food security is recognized as one of the most important categories in the Japanese government. The farming women in today's Japan are more expected to participate in farm management and also in various activities of rural communities.

Establishment of HLIES (Home Life Improvement Extension Service): 1948-65

In 1948, The Cooperative Agricultural Extension Service was inaugurated as one of the three big reforms in the field of agriculture, promoted by the General Headquarters of the Allied Armies, (GHQ) to democratize Japanese rural society.

Until then, there was no organized service as to the field of home life improvement, and so it was quite difficult to find appropriate personnel.

Young ladies were the first generation of extension advisors for home life improvement.

GHQ tried to make the organization tougher by increasing the number of HLIES advisors, for the concept of home life improvement was hardly accepted in the rural societies, and the organization appointed Matsuyo Ohmori (Yamamoto) as the first director of the home life improvement decision.

In the beginning, HLIES seemed quite new and even strange to most rural people, for its way of thinking, characterized by modern and rational practices but gradually penetrated the rural community thorough the activities of the Home life Improvement Practice Groups.

Development of HLIES through the period of high economic growth: 1965-74

In 1961 the Ministry of Agriculture and Forestry enacted the Agricultural Basic Law, and in the next year the Home Life Improvement Division issued a report on farmers' living standards.

Mitsuko Yaguchi the successor of Ohmori tried to adapt the HLIES not only to the changed circumstances, but also to the Japanese characteristic administration system based on rural society.

Contrary to Ohmori, Yaguchi subsidized municipal governments in order to increase conveniences for rural residents such as water supply, drainage and LP gas piping.

After International Women's Year: 1975-

After the International Women's Year (1975), the Japanese government declared a National Plan of Action for raising the status of women, aimed at the equality of the two genders in line with the liberal feminist's way of thinking. The Home Life Improvement Division of MAF was to take responsibility for female farmers.

Goals for Rural Women in the 21st Century, and a Mid- to Long- term Vision for Achieving These Goals' and its effects: 1992-

The home Life Improvement Division of MAFF has urged related organizations and persons to increase the number of women's agricultural committees, and to allow more farming women full membership of agricultural cooperatives. In 1990, MAFF reformed itself into the Women and Life Division and now the division has the responsibility for raising farm women's status both in name and in reality.

In 1992, the Women and life division presented Goals for Rural Women in the 21st century and a Mid to Long-term vision for achieving these goals. Following the trend after International Women's Year, this division suggests that farming women should have more chance to participate in the decision making process, not only within the family household but also in the community. The division says that women could contribute more to realize a rural lifestyle than men because of their special interest in life. In 1999, MAFF enacted the new basic law on food, agriculture and rural areas. The state shall promote the creation of an environment in which women's roles in farming operations are fairly assessed and women can be provided with opportunities to become involved in farm management and other relevant activities on a voluntary basis.

ROLE AND EMPOWERMENT OF RURAL WOMEN IN FOOD SECURITY : INDONESIA CASE¹⁾

By : Siti Sugiah Machfud Mugniesyah²⁾

INTRODUCTION

Having around 17 000 islands, Indonesia which is located along the equator between the southern part of Asia and northern part of Australia becomes the world's largest archipelago country. The width of the country consists of oceans that is around 7,9 million km² and the rest is land that is around 1.9 million km² or 81 percent and 19 percent of the total, respectively. The majority of the land is forest (around 63 percent). Indonesia only has two seasons, that is dry season (April to September) and rainy season (October to March). The average of rainfall is between 0.3 mm to 846.0 mm, meanwhile the average temperature during the day is between 23°C and 36°C and between 13°C and 32°C during the night (Badan Pusat Statistik, 1999).

As can be seen in Appendix 1, the area of utilized land in Indonesia in 1998 was about 66 million hectares, It increased around 2.97 percent compared to the previous year. Appendix 1 is also shows four largest land areas by utilization in Indonesia in 1998, those are estate (24.9 percent), woodland (13.7 percent), dry land/garden (13 percent) and wet land (12.9 per cent). The highest growth (Appendix 2) was in plantation that was 9.62 percent and the lowest was meadows that was 1.91 percent. In terms of wet land, the highest utilization was on technical irrigation (27 percent) and its growth was 3.22 ; meanwhile for the dry land, the largest utilization was community forest and plantation (44.4 percent). However the highest growth was on temporary fallow land (Ministry of Agriculture, 2000).

Population Census of 2000 showed that the population of Indonesia was around 203 million or the fourth rank in the world, while the population growth rate in the period of 1990 – 2000 was 1.35 percent. By location, about two third of the population lived in the rural area ; and by sex, the majority of the population was female that was 50.1 percent ; and the sex ratio was 99.78 (Badan Pusat Statistik, 2000a). The number of female headed household slightly increase, that was 12.8 percent in 1996 and became 13.2 percent in 1999 (Badan Pusat Statistik, 2000b).

The role of rural women in food security in developing countries including Indonesia is widely recognized. In Indonesia, women are the mainstay of peasant household, as family labor as well as farm labor force. The data in 1999 shows that of 90,3 million of Indonesian working population, 55,6 million or 61.6 percent was rural people. By employment type, the highest percentage of rural people

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was working in agricultural sectors, that was 35,642 million, but the worker ratio was 63,3 percent or around 63 rural women per 100 rural men were working in agricultural sectors (Badan Pusat Statistik, 1999)

Although rural women as well as rural men play an important role in food security, it doesn't mean that they get the benefits from its activity as well as from the government intervention programs, especially concerning food security programs which are related to food security.

In daily life as well as in development programs, rural women are faced with a number of constraints that are caused by the gender ideology which strongly influences the mainstream development program as well as the rural people themselves. By using gender perspectives, this paper describe about some aspects related to role and empowerment of rural people, especially peasant household in food security, among others profile of rural/peasant household, role and factors which influence such as rural women participation in food security, Indonesia's government policies related to food security program, problems and constraints faced by them and its implication to their empowerment in food security.

FEATURES OF RURAL HOUSEHOLDS

Generally, Indonesian human quality is in the lower medium category. As can be seen in the Human Development Report 2000, Indonesia Human Development Index (HDI) as well as Gender-related development index (GDI) was in the 109th rank, lower than other South East Asian countries. By location, the human quality in rural area is lower than that in urban area. Since the majority of rural household consists of agricultural or peasant households, the profile of rural household in the following mainly focuses on peasant households.

The Number of Agricultural Household. The recent data shows than that of the total population of 10 years of age and over who worked in Indonesia (90,25 million people), almost 64 percent were in rural area. By main occupation, there were 39,32 million (43,57 percent of the total) who worked in agricultural sectors, and the majority of (99.1 percent) them were living in the rural area (Badan Pusat Statistik, 2000b). By worker ratio, the worker ratio in rural area in agricultural sectors was in the third rank (63.1), after trade (123.0) and industry (94.0) in the first and second rank, respectively (Appendix 3). Since the data of Population Census of 2000 did not include on agricultural household, the data on rural/peasant households that will be described in the following is taken from the Agricultural Census of 1993.

The result of Agricultural Census in 1993 shows that the number of agricultural household was 21,74 million or 51,61 percent of the total household. Appendix 4 shows some of the agricultural households data by sub-sector and sex. Most of them were food crops household (18,094 million or 83,4 per cent), and the others consist of plantation, horticultural and livestock breeding/husbandry households. Those were 6.17 million, 5.5 million, and 5.683 million respectively. The data of Agricultural Census 1993 didn't include the number of female headed household in food crops. But based on the data Cost Structure of Paddy and Secondary Food Crops Survey of 1998/1999, it was found that the percentage of farm household of paddy/secondary food crops with male as a head household is higher

the period of the two agricultural census, the land ownership among the agricultural households was changing. There was a land accumulation in a small number of household, especially among the upper strata (Sumaryanto and Rusastra, 2000). As pointed out above, we don't have sex-disaggregated data on land size that have been collected through Agricultural Census. Yet, the result of Survey on Cost Structure of Paddy and Secondary Food Crops 1998/1999 reported that the land size that was controlled by female headed household (FHH) was lower than that of male (MHH) that is around 6,558 m² and 10,432 m² for FHH and MHH respectively or in other words female headed household (FHH) controlled only around two third of land that is controlled by male headed household (MHH). The data from a case study in upland village in West Java (Appendix 10) shows that generally husband (men) and wife (women) have access to land, and the trend is the higher the stratum the higher the size of land, for paddy field (*sawah*) as well as dry land (*pasir*). Rural women have access to land through inheritance or grant system or and by purchasing system, usually after they are married or through *gono-gini* (Mugniesyah and Mizuno, 2001).

Access on Socio-economic Institutions. The result of Agricultural Census in 1993 reported that there were only 7,570 million active members of Village Cooperative Unit (Koperasi Unit Desa), 21.19 percent of whom women. In terms of farmer group, as it is seen in Appendix , out of 378,864 farmer groups in Indonesia, only 11 percent was women. Women were dominant especially in the group that was established regarding to the poverty alleviation programs under the Department of Agriculture, especially through the Farmer Women's Group of Food and Nutrition Diversification program, the Group of Income Improvement for Small farmer/fisherman (*Kelompok Pembinaan Pendapatan Petani-Nelayan Kecil or P4K*). Besides that women were also dominant as members and the leaders of *Karya Usaha Mandiri (KUM)*, the group that was established as a replication of the Grameen Bank. In 1998 there were 6,911 groups of JPG, 41,322 groups of P4K, and around 2,010 groups of KUM (Mugniesyah and Fadhilah, 2001).

Access to Credit. The farm credit (*Kredit Usaha Tani*) was delivered to the rural/agricultural household through the farmer group that was established through the Training and Visit System (TV System). Only a small number of rural women who got access to the farmer group, which means that women received only a small number of share of the total agricultural credit. Although rural women played an important role in food production and there was around 13 percent of female headed household in the rural area. There were hardly any rural women who got access to the formal credit institutions like Bank Rakyat Indonesia, since there was a prerequisite that women cannot take formal credit without any consent or legitimate from their husband, but that does not apply to the men.

Access to Agricultural Extension and Training. As already pointed out earlier, the agricultural extension system that has been applied in Indonesia since 1976 in TV System. Since there was a gender bias on creating the farmer groups under the system, women had no access to agricultural extension as well as to training as higher as rural men. Women got access dominantly to the extension and training where the subject matter is strongly related to reproductive roles. Agricultural extension and training for rural women was only conducted if there was a pressure from the donor agency. It was reported that prior to 1997 there was none of rural women who participated in Integrated Pest Management Training (IPM Training), but since

1997/1998 women have been integrated in the training. However, out of 103,723 farmers who participated in the IPM training only 22.3 percent of women participated, and the percentage decreased in 1998/1999, that is only 21.5 percent of women out of the total participants (86,589 participants). Since rural women's access to various resources is lower than that of men even almost none, the control of rural women on resources becomes restricted.

The lack of access of rural women to various resources cause rural women to obtain little benefits from many various development programs, and in turn this influences the rural women welfare as well as rural household welfare.

RURAL WOMEN 'S CONTRIBUTION IN FOOD SECURITY

Indonesia like other developing countries in Asia where rice growing is dominant, men and women in rural households are responsible to provide the food supply for the entire family. They are engaged in the productive role, that is in rice production in paddy field and in upland agriculture, as well as in other agricultural sub-sectors such as horticulture, animal husbandry, fishery and in community garden/forestry. Since most of the rural households control small size of land and landless, it causes rural women to contribute in food security by working in off-farm like in small and medium enterprises which traditionally link to the agricultural production (i.e. food processing) and in non-farm as well, especially for women who worked as migrant workers, or domestic and international migrants. It means, rural women contribution to household food security is very substantial. However, their contribution is also varies depending on many variables, among others the kind of farm production, and mostly by the social-economic stratification in their community.

Based on the explanation above, the rural women's contribution to food security is obvious, especially in the household's dynamics on food production, household's income and food consumption. With regard to food production, rural women in peasant households are engaged as unpaid family workers as well as paid family workers, especially for the poor or landless. Appendix 11 presents the time allocation studies in a dry land village in West Java in agricultural production. It can be seen that work on the rice field and the dry land are done by men and women, within and outside household. In terms of the within household labor, compared to the men, women contribute around 86 percent and 78 percent, each for rice field in rainy and dry seasons and 85 percent in *huma* paddy. Conversely, the women outside household are absorbed higher than men, except for the *huma* paddy. Since the planting period for the *huma* paddy is longer than the rice field, the women and men contribution to *huma* paddy production process is higher than that to the rice field. By stratum, there is a tendency that the lower the stratum the higher the men and women within household on farm activities, which is contrary to outside household labor (Mugniesyah and Mizuno, 2001).

Furthermore, there was a relationship between the land ownership and control of men and women on production activities. In term of control to agricultural production activities, it is found that the decision making pattern which was dominant is the husband and wife pattern (Appendix 12). The tendency is the higher the access of women (wife) to land, the higher the control to rice production, except for the *huma* paddy. It can happen because in all stratum, men and women have access to dry

land, although the way of access to dry land is different. The difference is that women and men in upper stratum have access to dry land through ownership; whereas in the lower stratum, they have access by looting the National Forest Land.

With regard to the non-agricultural activities, the data in Appendix 13 shows that rural women as well as rural men were also engaged in other agricultural activities such as livestock and fish pond as well as in non-agricultural productive activities, especially in trade, brown sugar industry and services. In terms of brown sugar industry, there is a sharp division of labor among the couple. Men are usually engaged in pre-processing as a tapper, whereas women in post-harvest (cooking, packaging and selling). The trend was that the higher the stratum the higher the working hour in service and trading. Especially for the labor household, they usually spent a lot of time to work in harvesting seasons to get *bawon* as wage in natura, the ratio was 10 percent for rice field and 15 –20 percent for *huma* paddy. It depend on the distance of pasir (dry land) and the patron-client between the labor and the owner.

Appendix 14 shows the household income's structure. In line with the time allocation in agricultural and non-agricultural, the rural household's income structure also includes two sources of income. The data shown in Appendix 13 provides features that in the dry land village the non-agricultural become an important source of income, but the patterns are different. For the upper strata household the non-agricultural source of income is a part of the accumulation strategy, whereas among poor household it is often as a precondition for their survival, because in poor household, men and women have to fight to work in order to obtain adequate income for the household's expenditure, especially for food and other basic necessities.

Besides, women also play an important role in reproductive roles as a function of culture or traditions. Many studies on this issue found that in the rural household's, women spend a lot of time in preparing food. However, they do not automatically consumes sufficient nutritional food. As we already know, in Indonesia, it is not easy to get data on food consumption in the rural household with individual basis. But, the case study in the land village in West Java shows the Nutritional Sufficiency Rate among household members by sex and the component of nutrition (Appendix 15). Since the Kemang Village, is a remote village, and the largest land in the village is National Forest Land, the majority of the peasant's household rate of nutritional consumption is in the low category. The lower the stratum the lower the rate of nutritional consumption is for men as well as women.

FOOD SECURITY AND WOMEN EMPOWERMENT POLICIES

Historically, with regard to food security there have been many policies implemented by government of Indonesia (GOI). Starting in 1970s, the GOI implemented Green Revolution which was called BIMAS (Mass Guidance), a principal government rice intensification program consisting of packages of inputs and credit (The Panca Usaha Pertanian or the *Five Agricultural Efforts*). In 1976, after the decline of BIMAS, the government launched INMAS (Mass Intensification), i.e. an auxiliary intensification program providing subsidized credit to former BIMAS participants. Then in 1979/1980 the INSUS (Special Intensification) was introduced to encourage farmers to plant food crops simultaneously as a means of controlling pest infestation. The main approach that had been implemented was "*Command and*

Subsidization “. The result of the Green Revolution was accelerating Indonesia in achieving self-sufficiency in paddy crops by 1985. However, due to the “pest explosion“ and an excessive pesticide used by farmers, by late 1970s IPM was introduced. Furthermore, in 1980s Indonesia implemented the IPM training that was supported by FAO. One of the remarkable impacts of the IPM was when finally in 1986 there was a new president decree of INPRES no. 3/1986 on banning 57 pesticides (Fakih, 1999).

The IPM methodology has developed through cycles of learning and change. The IPM project, which was managed under The National Planning Body, now becomes a people movement. The impact of IPM that's related to the food security is significant, that is facilitating the sustainable agricultural development. It is stated that male and female farmer at grass-root level basically are the main subject and actors of the Indonesia IPM Program, whereas the other actors played role as facilitators of the farmers, including IPM field leaders, the extension workers, Field Pest Observers and other IPM Consultants.

The food security policies are based on the 1945 Indonesia Constitution or *Undang-undang Dasar 1945*. In article 34 it is stated that the nation is responsible for fulfilling the basic needs, including food for everybody. In that case, in 1993 Indonesia government already accepted the agreement on World Conference on Human Right in 1993 where says that food fulfillment is a human right.

Furthermore, in the National Development Program (*Program Pembangunan Nasional or PROPENAS*) it is stated that one of the economic policy direction in the state policy guidelines (GBHN 1999-2004) is to develop a system of food security based on a diversity of food sources, institutions and local cultures (Propenas, 2000). In terms of food security definition, as stated in Law No. 7 of 1996 regarding Food (*Undang-Undang No. 7 Tahun 1996 tentang Pangan*) food security is defined as food fulfillment condition for the household which is reflected from the food availability in adequate quantity and quality in equity and affordable prices (Hardinsyah, et. al., 2000).

Vision of the development of food security is to realize food security which is based on the national resources efficiently and to sustain the welfare of community. The mission of the program is to increase the power and self-reliance of farmer community to establish the food security on the basis of local resources, through the system and agribusiness development which is highly competitive, sustainable, people-centered and decentralized .

The Food Security Development policy includes 4 main components, that is supporting sub-system which include the infrastructure, facilities and institutions, policy, services and government facility; (2) sub-system food availability that includes production, import and food stock; (3) distribution sub-system which ensure the achievement of community nutritional balance , and (4) consumption sub-system which encourages the community nutritional balance. The cooperation between the sub-systems becomes the trigger which plays a central role in establishing the food security.

Countless efforts have been improved to empower women through development programs, starting with a small experimental project in Central Java in 1973, known as Family Welfare Education (*Pendidikan Kesejahteraan Keluarga or PKK*). Then in 1978, the National State Guidelines (GBHN) include a small section concerning women in development, and in the same year a Junior Minister of a Minister of State Affairs was appointed in 1983 the position was elevated to that of a Minister of State (Oey-Gardiner, 1986). Nowadays, after the reform era, the name of the ministry is known as State Ministry of Women Empowerment Republic of Indonesia (*Menteri Negara Pemberdayaan Perempuan, Republik Indonesia or Meneg Pemberdayaan Perempuan*). The nature of the apparatus of the Meneg Pemberdayaan Perempuan is limited to the national level. The Minister has neither the executive power nor the fund to carry out programs and is therefore dependent on sectoral departments for the implementation of basic policies that are connected with improvement of the role of women, and to coordinate the activities of various government institutions in this field.

In the GBHN 1999-2004, especially on status and role of women, there are 3 programs: Program for Improving Women's Quality of Life, Program for the Development and Synergy of Empowerment Policy, and Program for Improving the Community's Role and Institutional Empowerment in Gender Mainstreaming. The aim of the first program is to increase the status and role of women in various areas, as an individual, as part of the human resource of development, as part of the family that nurtures the present generation, and as safeguard for the next generation, and as a change agent within the community. The aim of the second program is to realize consistency among various policies for the empowerment of women in various fields of development. The aim of the third program is to increase the capacity and self reliance of institutions that are oriented to the empowerment of women particularly women organization; to strengthen the active participation of communities in women empowerment; to increase the capacity and capability of government institutions in gender mainstreaming activities at each stage and process of development.

In line with the historical dimensions of women and development issues, the approaches that have been implemented under the coordination of *Meneg Pemberdayaan Perempuan* cover the WID and GAD approaches, which are implemented simultaneously, depending on the goal of the programs.

The State Ministry of Women Empowerment states that the women development vision is the gender equality and equity in the life of family, community and nation. And the mission includes empowerment of the quality of women in various strategic fields; socialization in gender equity and equality; elimination of violence on women, human right for women; improvement and increasing of self reliance, institution and organization for women (State Ministry of Women Empowerment, 2000).

GOI commitment to empower rural women in food security is very much high. The GOI declares the Presidential Decree No. 9 of 2000 regarding the Gender Mainstreaming in National Development Program. The President of the Republic of Indonesia instructs the Ministries, The Director of Non-Departemen of Government Institutions, the leaders of the Highest/High Nation Institutions, The Chief of ARMY and Police, the Supreme Court, Governors and Heads of

Districts/Municipality (Bupati/Walikota) to conduct the gender mainstreaming in the development planning, implementation, monitoring and evaluation of policy and national development programs which are based on the gender perspectives and meet with the tasks, functions and authority of each institution (Presidential Decree, 2000)

Furthermore, to socialize the Gender Mainstreaming Awareness and to accelerate the implementation of GAP in sectors as well as in local government (provinces and districts/cities) the State Ministry of Women Empowerment conducts the Gender Mainstreaming Training for the people of local government, sectors, Center for Women Studies, and other stakeholders. To ensure the implementation of Gender Mainstreaming in the local level the State Ministry of Women Empowerment together with the local government have been initiating the establishment of the Women Empowerment Bureau (Biro Pemberdayaan Perempuan) in province level and The Division of Women Empowerment (Bagian Pemberdayaan Perempuan) in the District level.

Prior to the Presidential Decree, the National Development Board (the BAPPENAS) funding by CIDA and Women Support Program and in cooperation with the State Ministry of Women Empowerment and 5 departments (Manpower, National Education, Justice, Agriculture and Small and Medium Enterprise) conducted the Application of Gender Analysis Pathway (GAP) in each department. In line with the result of GAP in Agricultural Development and the realization of the Regional Autonomy, since 2000 the Department of Agriculture and Department of Forestry have conducted the Decentralized Agricultural and Forestry Extension Project (DAFEP) based on the participatory and gender perspectives, especially in some provinces, that is Aceh, North Sumatera, Central Java, Nusa Tenggara Barat, South Kalimantan, South East Sulawesi, South Sulawesi and North Sulawesi. The World Bank supports the realization of DAFEP.

PROBLEMS AND CONSTRAINTS

In general there are many problems and constraints faced by rural women in supporting household food security. The factors can be divided into: internal and external factor. The internal factors especially those that are structural in nature; among others: (1) gender ideology which still strongly influences the rural household members, men and women as well as community; (2) low personal resources quality among rural women such as education which influences the low capability to access on various resources that facilitate the improvement of household food security, and (3) the passing of the traditional food saving institutions in the community level because of the government intervention in the past (New Order). The external factors come from the policies in food securities themselves and the multidimensional crisis.

Without rejecting the success story of food security that was achieved in the past there is a dark side of the food security development in Indonesia. 40 percent of household is in food insecurity (Hardinsyah, 2000), around 18 percent of household is in poor condition (BPS,1999) ; around 2.4 million of children under 5 years had severe malnutrition , about 5 million of children under 5 years were in mild nutrition, 7.5 million of women in the 15 – 45 years old category suffered from mild malnutrition. Around 55 per cent of pregnant women and 30 percent school children suffered from iron deficiency anemia , around 350 000 babies and children under five years died every year (SDKI,1997). According to WHO (1998) around 50 percent of the cause of the infant and children mortality is mal nutrition. The fact shows that the violation against human right regarding food is still wide (Hardinsyah, 2000)

The impact of the crisis also influence the food insecurity. As can be seen from the Appendix 16, generally, the number and percentage of poor people in Indonesia in rural area is always higher than those in urban area (Badan Pusat Statistik, 2000). The data shows that prior to 1997, Indonesia recorded a relatively remarkable decline in poverty level as compared to achievement in other less-developed countries. According to Irawan and Sutanto (1999) in BPS (2000) the success of poverty alleviation, in terms of monetary measure of welfare, was consistently coupled with the improvement in non-monetary measures of welfare and poverty, such as education and health indices. The improved people's welfare was subject to almost three decades of sustained economic resulting from a series of developmental strategies, including green revolution since the late 1970s, trade liberalization in the early establishment of export-oriented growth economy starting in the early 1990s.

However, the crisis squeezing the Indonesian economy in mid 1997, following the long drought during the year, has been adversely affecting the overall macroeconomic condition, and most importantly people's welfare. The number of people living in poverty is believed to increase drastically. In relation to the crisis impact on poverty, the number of poor population was estimated to rise from 22.5 million people (11.34 percent to total population) in 1996 to 49.5 million people (24.23 percent) by the end of 1998 . By location, of 49.5 million poor people in the end of 1998, 17.6 million people lived in urban area (21.92 percent to total urban population) and 31.9 million people in rural areas (25.27 percent to total rural area).

Evidence on the declining households' income was most likely responsible for the shifting in the households' consumption pattern towards more food spending. Appendix 17 gives some information related to the kind of coping mechanism pursued by both poor and better-off households in order to satisfy their basic needs. In general, the most preferred coping mechanisms pursued by all households, both poor and better off, were by reducing expenses for clothing, recreation and transportation. However, the proportion of those reducing both quality and quantity of food needs as their coping mechanism was also quite significant, with the proportion more apparent among the poor than the non-poor, and interestingly among dwellers than rural inhabitants. Selling valuable goods was not much done by both the poor and the better-off household expected by the earlier presumption (BPS, 2000).

In line with efforts of coping mechanisms, Appendix 18 presents some information on survival strategies to increase households' income, as obtained from the 1998 SUSENAS-type. Appendix 18 shows that the most likely strategy taken by all households to improve their financial resources was by doing additional jobs, with the tendency of being more distinct among the poor than among the non-poor, and pursued by rural population in one than their urban counterparts. Another strategy that was also frequently performed by both poor and better-off households for their welfare was by working over time, and to a lesser extent, by asking their children to work.

The BPS also reported that with respect to the impact of crisis on human development, the contemporary data showed some setbacks in educational, health and nutritional indicators. School enrollment ratio declined during February 1997 and December 1998, for all school ages, but not for tertiary school ages (19-24). The decline seemed to be more apparent during the early period of crisis (February 1997-February 1998) than during the latter period (February-December 1998). This pattern of declines was in particular the case of primary and lower secondary school age groups (7-12 and 13-15 years). A comparison between expenditure classes suggests that the increasing enrollment ratio was experienced by the lowest 40%, notably for lower secondary school ages; and among the middle 40% and the highest 20% for upper secondary school ages. Apparently, these declines were in association with drops in shares of household expenditure for educational costs during 1996-1998 (Badan Pusat Statistik, 2000).

Although formally the term of food security in development policy has been used since the sixth FYDP, the government attention for achieving the food security is mainly in the narrow meaning that is food sufficiency, especially rice. The food security vulnerable as mentioned previously is related to the misleading of the development policies in the past, among others: (1) Food Law only guarantee the food security in the level of household which is against the 1945 Indonesia Constitution and the international agreement, (2) the food security indicator which is used for the time being is based on the national food as well as regional aggregate data, (3) the agricultural policy mainly focuses on the economical consideration, and has not considered the nutrition aspects yet; the agricultural aspect is ignored in the macro-economy policy, (5) the food import availability policy tend to increase, whereas (6) national food production capacity has not been utilized optimally and evenly (Hardinsyah, 2000).

In terms of law, the food security definition stated in Law No. 7 of 1996 regarding Food only refers to the household food security, does not reach the individual level and focuses only on the food availability. It does not cover the food consumption, nutritional status and individual health dimensions. It is not surprising that on one side it is stated that there is food sufficiency while on the other side there are nutritional problems.

EFFORTS TO EMPOWER RURAL WOMEN IN FOOD SECURITY

Reorienting the GOI policies on food security based on the Declaration of Human Right 1948 and developing the policies , program and activities which is accelerating the food security in the level of individual

To ensure that gender mainstreaming is integrated in agricultural development in general, especially in food security in any sub-sector. It means the gender perspective should be integrated in policies, legislation, program and the process of assessing the implications for women and men.

To conduct training and advocacy on gender mainstreaming for all stakeholders in agricultural development , i.e. rural men and rural women (as a subject of development), government in any level, NGOs, Center for Women Studies and other actors which are involved in the establishment and development food security.

To disseminate the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) to the stakeholders in food security program and activities as well.

To ensure more equitable access to land for both men and women farmers. This may require land reform where appropriate, and the provision of secure ownership and tenancy rights as needed;

To ensure that agricultural research focuses on the problems of small farmers or peasant households, and create new technologies that can be profitably adopted by farms of all sizes (MHH and FHH) and accelerates the food security for all poor people, especially in the rural area.

To ensure that agricultural extension and education, technologies, training as well as inputs and credit, reach women farmers and address gender-based constraints in land ownership and give access to credit, training, markets, and decision-making;

To ensure the participation of all rural stakeholders, not only for the rich and powerful but also for the poor, in setting priorities for food security that enables men and women to become the object but the subject in the food security development.

Promoting women's organization in any level to participate in food security development.

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