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粮食及
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Organización
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Naciones
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para la
Agricultura
y la
Alimentación

**REGIONAL EXPERT CONSULTATION ON
“POLICIES AND PROGRAMMES FOR ADVANCEMENT OF
RURAL WOMEN IN BEIJING PLUS 10 ERA:
INNOVATIONS AND CONSTRAINTS”**

August 31 to September 3, 2004

Country Paper: Indonesia

BY:

**Ms. Siti Sugiah Machfud Mugniesyah
Centre for Women Studies
Bogor Agricultural University
Bogor, Indonesia**



Lao People's Democratic Republic
Peace Independence Democracy Unity Prosperity

Ministry of Agriculture and Forestry
Permanent Secretary Office
P.O Box 811, Vientiane City, Lao PDR
Tel: 856-21-412342, Fax: 856-21-412344

Date: 16/7/2004

Dear Ms. Siti Sugiah Machfud Mugniesyah,

Sub: Welcome Note: Ministry of Agriculture and Forestry –LAO PDR
Ref: FAO – NAFRI Regional Consultation: "Policies and Programmes for Advancement of Rural Women in Beijing Plus 10 Era: Innovations and Constraints"

Thank you for responding positively to the formal invitation from our partner institution FAO Regional Office for Asia and the Pacific, Bangkok to participate in the above meeting. The regional consultation is being organized through cooperation among FAO Regional Office for Asia and Pacific and FAO Representation Office in Lao PDR, and National Agriculture and Forestry Research Institute, Ministry of Agriculture and Forestry. On behalf of Ministry of Agriculture and Forestry, I am very pleased to welcome you Vientiane, Lao PDR. We look forward to hosting the international gathering in Vientiane, our capital city from August 30 to September 3 2004.

The organizing committee in Vientiane will be as follows:

Dr. Monthathip Chanphengxay
Deputy Director General, NAFRI- MAF, Lao PDR
Email: monthathip_c@yahoo.com

Ms. Annika Kaipola
Associate Officer - Gender and Poverty Reduction
FAO Representation, Lao PDR
Email: FAO-LA@fao.org

Dr. Leena Kirjavainen
FAO Representative Lao PDR

Dr. Revathi Balakrishnan, Senior Officer in Gender and Development will support their activities from FAO Regional Office for Asia and the Pacific, Bangkok. Her email address is: Revathi.Balakrishnan@fao.org

I am here with enclosing for your information and facilitation of arrival and stay in Vientiane, a Travel Guidance Note. Please contact Dr. Monthathip Chanphengxay and Ms. Annika Kaipola for any further information on local arrangements for your stay and participation.

I look forward to seeing you all in Vientiane.

Thank you and best regards.

Sincerely,

Dr. Phouang Parisak Pravongviengkham

Permanent Secretary
Permanent Secretary Office
Ministry of Agriculture and Forestry

Enclosure: Travel Guidance Note

**Food and Agriculture Organization, Regional Office for Asia and the
Pacific in Bangkok
And Ministry of Agriculture and Forestry, Lao PDR**

**Regional Consultation on
“Policies and Programmes for Advancement of Rural Women in
Beijing Plus 10 Era: Innovations and Constraints”**

**Venue: Lane- Xang Hotel, Vientiane, Lao PDR
August 31 to September 3, 2004**

Travel Guidance Note

Regional Consultation

The Regional Consultation on “Policies and Programmes for Advancement of Rural Women in Beijing Plus 10 Era: Innovations and Constraints” will be held from 31 August to 3 September, 2004 at the Lane - Xang Hotel in Vientiane. The Consultation is organized by the Food and Agriculture Organization of United Nations (FAO/UN) Regional Office for Asia and the Pacific in collaboration with National Agriculture and Forestry Institute of Ministry of Agriculture and Forestry, Lao PDR. Full address and contact information of the meeting venue is given below:

Lane – Xang Hotel
Fa-Ngum Road
Vientiane, Lao PDR

Telephone: 856-21-214107
Fax: 856-21- 21 4108

Please plan your travel to arrive on August 30 and departure on September 4, 2004.

Correspondence

All correspondence concerning the Consultation should be addressed to Ms. Revathi Balakrishnan, Senior Gender and Development Officer, FAO Regional Office for Asia and Pacific, and copied to Dr. Monthathip Chanphengxay, Deputy Director General, NAFRI-MAF and to Ms. Annika Kaipola, Associate Gender and Poverty Reduction Officer at FAO Representation in Lao PDR at the following addresses:

Ms. Revathi Balakrishnan, Ph.D.
Senior Officer Gender and Development
FAO Regional Office for Asia and the Pacific
39 Phra Atit Road, Bangkok 10200, Thailand

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Daily Subsistence Allowances and Incidentals

NAFRI will pay you a Daily Subsistence Allowance (DSA) for the period covering 30 August to 3 September (5 days or the actual days of participation) on the first day of the meeting. In addition, USD 120-180 (according to your flight itinerary) will be paid as terminal expenses to cover your costs for airport transfer, visa, passport etc. No other claims including excess baggage allowance will be entertained.

Registration

All participants are requested to register and obtain an ID card at the Registration Desk in the front of the Meeting Hall in the Reception area from 08:00 hrs. to 08:30 hrs. on the opening day.

Insurance

We recommend the participants to have insurance coverage (i.e. medical, life and accident) during your travel and the actual meeting.

Electricity

The Voltage in Lao PDR is 220 volts.

Weather and Time in Vientiane

The weather in August and September might still be rainy and humid as it is the end of monsoon season. The average temperatures in Vientiane range from 25 to 30 degrees Celsius. Lao PDR is 7 hours ahead of GMT.

Dr. Mrs. Monthathip Chanphengxay
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National Agriculture and Forestry Research Institute
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Formalities for Entry into Lao PDR

Visa information

The Ministry of Foreign Affairs will grant participants an Official Entry-Visa (Gratis) after having provided FAO with the following information by **July 19**:

- Full name
- Nationality
- Passport number
- Date of Issue
- Date of Expiry

NAFRI will provide you with the Visa number as soon as it has been issued by the Ministry for Foreign Affairs of Lao PDR. The Visa can be obtained upon arrival at the Wattay airport, Vientiane City.

Hotel Arrangements

The cost of a single room at Hotel Lane Xang is 22 USD/ night including breakfast, airport pick up and tax. The participants are kindly asked to pay directly the hotel for the guest rooms and other incidental costs. Local hospitality will be provided by FAO.

Participants are kindly asked to inform NAFRI/ FAO about their travel itinerary and schedule and fill in the form herewith attached **no later than August 9, 2004**.

Please fill in the form below and send it to following persons no later than August 9, 2004:

Dr. Monthathip Chanpengxay
Deputy Director General
NAFRI-MAF
Email: monthathip_c@yahoo.com

Ms. Annika Kaipola
Gender and Poverty Reduction Officer
FAO Representation, Lao PDR
Email: FAO-LA@fao.org

Name:

Country:

Departure	City	Date	Time	Airline
Arrival	City	Date	Time	Airline

Estimated cost for round trip: USD
(Round trip economy – single fare – by direct route)

Policies and Programs for Advancement of Rural Women in Beijing Plus 10
Era : Innovations and Constraints : Country Review

By
Siti Sugiah Machfud Mugniesyah
Indonesia

ABSTRACT

Since the Government Of Indonesia (GOI) launched the Law No. 22/1999 regarding Regional Autonomy and the Presidential Decree No. 9/2000 regarding Gender mainstreaming in Development Program, following the Law No. 25/2000 regarding National Development Program, countless efforts have been conducting by The Ministry of Women Empowerment and Ministries related to rural women empowerment in poverty alleviation and food security programs. In Ministry of Agriculture (MOA) especially, the PRA and gender perspective approaches have been implementing in the various projects that enhance poor people in the rural area. Based on those projects, especially Rural Income Generating Project (P4K) and DAFEP experiences, it was found that the projects were successful to meet the practical and strategically gender needs, especially in the grass root levels. As the project focused on the income generating activities and reinforcing women farmer group dynamics dominantly, it would be useful to explore the influence of project stimulant and agricultural extension to meet the sustainability on group as well as the farming system. The lack of sex-disaggregated data that is needed to support the gender mainstreaming in agricultural department, led to the need in increasing the synergy of all working unit and the Focal Point under the MOA and other respected institutions. Along with these, the efforts to empower the WSCs in the universities, in turn, will give benefits in accelerating the achievement of gender equality and equity in agricultural development mandated by Presidential Instruction No. 9/2000.

Key Words: Policies, rural women empowerment, Presidential Instruction, Gender mainstreaming, poverty alleviation

Introduction

The number of Indonesian people was 194,7 million in 1995 and 210,4 million in 2000. The annual growth rate of population during the 1995-2000 periods was 1.56 percent. It decreased relatively to 1.66 percent during the 1990-1995 periods (BPS, 1998). The result of Agricultural Census shows that the number of household recorded in 2002 was 50,15 million, with the average number of household member was 4.1 people. Out of the number, 59.6 percent was agriculture households (BPS, 2003). During the 1997 – 2000 period, the sex ratio was 99,1 which meant that for every one hundred women there were 99 men. In this period, more than a half of the population of Indonesia was women. However, the data in 2002 showed that the number of women decreased slightly to 49.94 percent of the total population (BPS, 2003).

Although the 1945 Constitution declares that every citizen has equal status, rights, obligations and opportunity - both in the family and in society - Indonesia has ratified the UN convention to Eliminate Discrimination Against Women (CEDAW) in general women quality is lower than that of men as reflected on the HDI and GDI. Based on the Indonesia Human Development Report 2001 and 2004 (BPS, BAPPENAS and UNDP, 2001 and 2004), the HDI dropped significantly from 68 in 1996 to 64 in 1999, than it increased to 65.8 in 2002. However, due to the inequality, the GDI was not identical to the HDI. The GDI dropped from 58.9 in 1996 to 55,9 in 1999, than it increased to 59.2 %. In 2002, though women's life expectancy was higher than that of men (68.1 years compared with to 64.8 years for men), their achievements in human development were lower than those of men in literacy rate (86 % compared with 94% for men), fewer mean years of schooling (6.5 years compared with 7.6 years for men), and smaller share of earned income (women contributed 38 %, compared with 62 % for men).

Women's lower status is also reflected in public sector. During 1997 – 1999 period, the representation of women in DPR (House of Representative) and MPR (The People Consultative Assembly) was 11.8 % and 13.4 % respectively. The number dropped into 8.8 % in the DPR and 9.1 % in MPR in the period of 1999-2004 (BPS and UNIFEM, 2001). The situation is not improved much after the 2004 General Election. Although the president of Indonesia is a woman and the new election law, passed in 2003 indicated that 30 % of candidates on party's lists should be women, only 9.7 % women were chosen as legislator (House of Representative member).

In contrast, women have certainly made progress in terms of employment. As reported by BPS, BAPPENAS and UNDP (2004), Women's Labours Force Participation (WLFP) rate was around 36.2 % before the crisis then it rose to 37.2 % in 1999 and to 37.5 % in 2002. By location, the WLFP in the rural was higher than that in the urban area, which was 46,83 % and 37,63 % respectively (BPS, 2002). Women's share of non-agriculture wage employment increased around 10 %; from 28% in 1997 to 38% 1998, though by 2002 the ratio had fallen back again to 28%. In terms of health, the maternal mortality rate has certainly decreased. The rate was 450 in 1986, falling to 334 in 1995 and 307 in 2002. Though the rate in the national level was decreased sharply, it was

found that the rates were also dramatically higher in some provinces, which was 1,025 in Papua, 796 in Maluku and 686 in West Java (BPS, BAPPENAS and UNDP, 2004).

In terms of poverty, in 1995 there was less than 20 % of people who lived in the income poverty. As a result of the crisis, poverty rose steeply - reaching 23% in 1999. However, the level had fallen back to 18%- 38 million in 2002 and 17 % - 37,3 million people by 2003. By sex, out of the number of poor people in 2003, it was found that the number of women was 49,62 %. Meanwhile, by the head of the households, there were around 8,5 % who were in the poor category; and by education, around 56,2 % did not complete elementary school and they worked in agricultural sector- 51,7 % (BPS,2003). It means there will be a lot of tasks, especially for the government to improve the people's living condition.

Agencies, Policies, Programs and Legislations for Advancement of Rural Women

As stated in the National Development Program (PROPENAS) or Law No. 25/2000, the condition currently faced by Indonesia is very complex and multidimensional. Two of five main problems currently faced by Indonesia are slow economic recovery and declining level of social welfare and increasing social illnesses. This has led to GOI development priority in accelerating economic recovery based on the broad based economic system and strengthening the foundation of a sustainable and fair development. There are four cross cutting issues on those matters: poverty alleviation, development of the community based/grass root economic system, enhancement of national economy and preservation of the environment. In terms of the second issue, it is stated that the community based economic system to be develop is a system that enables the whole potential of society, as consumers, producers, as well as workers, without discrimination of race, religion and gender, with equal opportunity in various economic activities to increase their living standard. Furthermore it is stated that the cross-fields efforts necessary to take comprise the enforcement of law and principle of justice, creation of a healthy business climate, people empowerment, improvement of human resources, and increasing access to development resources.

In general, the national agency that is responsible for addressing rural women's development agenda is the Ministry of Women's Empowerment (MWE). The mandates of the MWE, among others are to prepare, plan, and formulate the government policies on women empowerment toward the achievement of gender equality and justice including the promotion of welfare and protection of children. As structurally, the MWE has no direct power to the people; the partners/agencies that are responsible in implementing the policies in the programs/projects/activities level are the line ministries. The line ministries mainstream their policies in accordance with the policies set.

At present, the focal points within the line ministries are responsible for coordinating the implementation of the "Beijing Platform for Action with its 12 critical

issues of concerns and mainstreaming gender", namely BAPPENAS (National Development Planning Agency), Ministry of Agriculture, Ministry of Health, , Ministry of Home Affairs, Ministry of Labour and Transmigration, Ministry of National Education, Ministry of Religious Affairs, Ministry of Environment, Ministry of Cooperatives and Small and Medium Enterprises, Ministry of Social Affairs, National Family Planning Coordinating Board and Coordinating, Ministry for Political and Security Affairs, Ministry of Justice and Human Rights. These focal points will be the network of the MWE.

At sub-national level, especially under the New Order Regime - based on the Presidential Decree No. 5/1955 and the Minister of Home Affairs Decree No. 17/1996 - at the time, the 27 Governors for Social Welfare and Head of District have been appointed as the Chairpersons of Women in Development Management Team (WIDMT - TPP2W). With the implementation of Regional Autonomy Law No. 22/1999, the WIDMT is revitalized to become Technical Coordinating Team for Women Empowerment at Regional Level (provincial, district and city). Law No 22/1999 on Regional Autonomy, stipulated in their provincial government, has the authority to coordinate the implementation of women empowerment programs at the sub-national level. At the same time, Office of Agencies of the Women Empowerment (Agencies/Units/Bureau) has been established within the hierarchical structure of the regional government to assist the Governor in carrying out its coordination and implementation of the tasks. Provincial government has to develop Minimal Standard of Services that elaborates the minimal service effort that should be conducted regarding to women empowerment. Based on this standard, they have to establish institution to implement women empowerment programs as directed by Laws and Regulations.

In the reform era, in December 2000, the President (Mr. Abdurrahman Wahid) issued the Presidential Instruction No. 9/2000 on Gender Mainstreaming (GM) in National Development (*INPRES No.9/Tahun 2000*). President instructed all Ministries, Local Government and non department institutions to conduct gender mainstreaming within their development programs – in planning, implementing, monitoring and evaluating of all development policies and programs.

Various efforts have been conducting by the MWE in executing the INPRES : (1) Advocating to policy makers in legislative, executive and judicial institution, (2) Building the capacity for GM implementers, (3) Making Compilation on the GM instruments, (4) Facilitating and mediating the mechanism of GM Implementation, (5) Developing the policy to improve the government's commitment at central, provincial, and district/ municipality levels, (6) Establishing the institution and strengthening the capacity of GM organization as well as the GM coordinator in each government level, and (7) Developing the mechanism which is conducive for achieving the consultation process and networking among the actors and stakeholders.

Following the INPRES, there were many outcomes that have been achieved to support the GM, especially in ministries policies/programs.

Through the INPRES, there were some achievements to support the GM, especially in ministries policies/programs. To motivate and support the GM at the ministries level, the MWE issued the Decree No. B.55/MEN PP/Dep.II/VI/2002 concerning the need to establish a focal point responsible for integrating GM into the Yearly Development Plan ('Rencana Pembangunan Tahunan' or 'Repelita'). Some ministries have committed to establishing Focal Point, among others Ministry Of Agriculture (MOA's Decree No: 247/Kptsn 247/Kpts/KP.150/4/2003 regarding the Establishment of Coordination Team on Gender Mainstreaming Department of Agriculture), Ministry of Health (MH's Decree: HK.00.SJ.SK.I.1712, regarding Department of Health's Gender Mainstreaming Team), and Ministry of Environment.

In case of MOA, the focal point members consist of 25 personnel: 10 men and 15 women. The Team is lead by the MOA's General Secretary. The tasks of FP consist of: (1) Coordinating the implementation of GM in agricultural sector, (2) determining priority and action planning program on GM in agricultural development, for short term, midterm and long term), (3) Building strategies and networking with stakeholders, internally and externally to achieve the gender equity and equality in agricultural development, (4) preparing subject matters regarding agricultural development gender responsive policy, and (5) giving advocacy and consideration to Ministry of Agriculture in establishing the GM development policy.

The external stakeholders who are involved as the strategic partners for the focal point, consists of resource persons as follow: (a) NGOs and Community based Organizations as well as Women's Organizations in the national and grass root levels, (b) Women Study Centres in the universities and (c) the international organizations.

The strategy to integrate the gender mainstreaming in development programs is conducting the Gender Analysis Pathway (GAP) and Policy Outlook for Plan of Action (POP). At the beginning, in the period of 1999 to 2001, the National Development Board (BAPPENAS) funding by CIDA and Women Support Program and in cooperation with the State Ministry of Women Empowerment conducted training on GAP and POP which was followed by implementing the GAP and POP in 5 sectors/departments : Agriculture, Labour and Transmigration, National Education, Justice, and Cooperative Small and Medium Enterprise. Besides, in 2002 there were other 4 sectors which conducted the same training, namely Department of Health, Department of Social Affairs, National Family Planning Coordinating Board and Ministry of Environment. The resource person in the training was Prof. Linda Miranda. Besides, this activity also supports and facilitates the establishment of Focal Point in 9 sectors/departments as mentioned above which was legalized by the Ministry Letter).

There are some ministries which already implement the GM in their programs. The ministries that associate with the advancement of rural women are Ministry of Agriculture, Ministry of Health, Ministry of Home Affairs, Ministry of Labour and Transmigration, Ministry of National Education, Ministry of Environment, Ministry of Cooperatives and Small and Medium Enterprises, Ministry of Social Affairs, and National Family Planning Coordinating Board. At the present, the GM has already

integrated in 35 development programs. Although all the programs are targeting women and men, the number of the programs that directly relate to advancement of rural women around 20 programs, consist of 2 programs in the Ministry of Agriculture and the Ministry of Environment; 3 programs in the Ministry of Labour and Transmigration and the Ministry of Cooperatives and Small and Medium Enterprise, and each 4 programs in the National Family Planning Coordinating Board, Ministry of Education, and the Ministry of Health (BAPPENAS, 2003).

There are 2 programs where the gender mainstreaming integrates in MOA: Program of Agribusiness Development and Program of Food Improvement. Having the GAP and POP that based on the PROPENAS, the Focal Point in the ministry prepares many things such as conduct: (a) lobbying on the importance of GM in agricultural development program to the most important working unit "Echelon" 1 and 2, especially leader under the ministry, (b) gender awareness seminar/meeting/workshop/training which attending by the agricultural staff (Echelon 2, 3, and 4) in the central and provincial/district levels, (2) preparing and making the guidelines for GM in agricultural development programs .

In terms of rural women empowerment, the Ministry of Agriculture (MOA) is the pioneer department which introduced rural women programs for the first time in 1970s, the time where the women in development perspective were the dominant paradigm in the development policies for advancement of rural women. The first programs that introduced to rural women were called as the "Pembinaan Kelompok Tani Wanita" or the education of Women Farmer Group. This program conducted together with the youth farmer group (Kelompok Taruna Tani) and Kelompok Tani Dewasa (Adult Farmer Group-usually men). Furthermore, in 1979 MOA launched the project that called *Proyek Peningkatan Pendapatan Petani Nelayan Kecil (known as P4K)*, or The Income Generating Project for Marginal Farmers and Landless. This project managed by MOA in cooperation with Bank Rakyat Indonesia (BRI). The beneficiaries of the project are rural poor families living below the poverty line. . The project was aimed at facilitating rural poor communities to the small credit and studying the effectiveness of the project's facilitating patterns.

The P4K Project has been implementing through 3 phases. The Phase I was known as "Action Research Phase". This phase was implemented in 1979 - 1988, funded by GOI and a grant from UNDP and covered 6 provinces. The role of MOA was executing agency, while the BRI acted as the channelling between bank and FAO as cooperating agency. The Phase II which was conducted in 1989 -1998, was called as "The formulation on the methodology of small farmers empowerment". Besides GOI, this project used loan from IFAD and grant from UNDP and the Netherlands Government. The role of BRI has increased from the channelling bank role to the executing bank. In this second phase, there were 12 provinces. The total number of SHGs being formed by the project increased for around 2,150 SHGs in Phase I to 50,038 SHGs in Phase II.

Having recognized by GOI as well as donor agencies as the successful program which met to the objective of poverty alleviation program, the program continued to Phase III which called as the Rural Income Generating Project (RIGP). This phase that started in 1998 and will finish in 2005 is expected to develop a *participatory and sustainable system and mechanism for poverty alleviation*. And by the end of the project the number of SHGs that expected to establish is around 74.000 groups. At the present, the number of SHGs has formed 70.444 registered SHGs with more than a half million members and affected the lives of approximately three million people through family involvement in SHGs activities. Of the registered SHGs, 22% have men-only members, 38% have women-only members and 40% have mixed members (men and women).

Along with the P4K Project, MOA was also introduced *Proyek Diversifikasi Pangan dan Gizi* (The Nutrition and Food Diversification Project), which implemented by the project that called as *Pembinaan dan Perbaikan Menu Makanan Rakyat*. This project conducted from 1980 to 1999. Between 1980-1994 there was a project called *Proyek Peningkatan Wanita Tani/P2WT* (Women Farmer Improvement Project) which conducted under the coordination of State Ministry of The Role of Women, the embryo of MWE. In that period, in 1991, the MOA decided to integrate concepts on gender and gender perspective into program planning and implementation. Then, in 1995 the MOA launched the projects that called as *Proyek Diklat GAD* or The Education and Training Project on Gender and Development. The project was established to conduct training of trainers (TOT) on GAD for the agricultural human resources under the MOA. Besides, the application of gender perspective in identifying research needs and agricultural studies was also conducted under the Agricultural Research Management Project II (ARMP II).

Since 2000, MOA and MF have been implementing a collaboration project called DAFEP. The project integrates the GM and participatory approaches. This project will be describing in the next sub-chapter as an example of innovations project that created in responding to the Law 22/1999 concerning Regional Autonomy and INPRES No. 9/2000. Another project is called *Participatory Integrated Development in Rain fed Area (PIDRA)*. This project have been conducting since 2001 and will be finished in 2005 and covered 237 villages in 12 districts in 3 provinces, especially East Java, West Nusa Tenggara and East Nusa Tenggara. The same with DAFEP, gender mainstreaming and participatory approach is also integrated in it programmes; and the name of the program is *Community and Gender Development Program* (*Pengembangan Masyarakat dan Gender*).

Based on the projects that mentioned above, it was found that MOA have been implementing the advancement of rural women as well as empowered the agricultural human resource to facilitate the programs for addressing rural women to access and control to knowledge/information and technology, credit, as well as capacity building in groups dynamics and leaderships. Evaluation studies on P4K Project conducted by Centre for Women Studies, Bogor Agricultural Universities (2003), reinforcement the fact that women's participation on P4K contributed among other to their household

economics, increasing the volume and quality of the production, and led them to improve their working status from wage-employment and/or family workers to self-employment. Moreover, the P4K strongly influencing the self-confidence among the member and giving them a social status in their community. Besides, it was also reported by the Extension Workers that the sustainability of WFGs were better than MFGs. In other words, though P4K Project was designed and implemented did not base on GAD perspective. It seems to be appeared that most of the project met toward the practical gender needs and strategical gender needs. These were happened as the extension workers were well trained on the PRA which was based on gender perspectives. There was another positive impact on institutional in the national, meso and micro level as reflected in the increasing on the number of extension workers who has capacity in working with poor people, men and women.

Innovations and Constraints for Improving the Situation of rural Women

An example of the agricultural program innovations, which have positive impact for improving the rural women's access to resources and capacity development to improve their learning, livelihood and food security, is called Decentralized Agricultural and Forestry Extension Project (DAFEP). DAFEP is a collaboration project which was developed by the ministries including Ministry of Agriculture (MOA) and Ministry of Forestry (MF). who are responsible for conducting agricultural development : It seemed that this project was introduced to follow the implementation of the Law 22/2000 concerning Regional Autonomy and INPRES No. 9/2000 on Gender Mainstreaming in Development Program. This project is conducted for four years -November 1st to March 31st 2004- and funded by GOI and World Bank . But, for some reasons, the project will be expanded to December 2005,

The general objective of DAFEP is developing capacity building for farmers in order to participate in the extension activities and extension service agencies, to promote feasible and sustainable farming and to increase farmer income.

There were three components on DAFEP and each component has its own specific objectives. There are the specific objectives of every component, which are, respectively:

- (1) Component A : Farmer and Farmer Leaders
 - a. To empower farmers to identify their own farming priorities
 - b. To participate in the integrated extension program at sub-district and district levels.
- (2) Component B : Local Extension Service Agencies
 - a. To introduce reformation into the extension.
 - b. To build capacity of extension staff
- (3) Component C : National Extension Canters.
 - a. To introduce reformation into the extension.
 - b. To build capacity of extension staff

The project was implemented in ten (10) provinces as follows : Central of Java, D.I. Aceh, D.I. Yogyakarta, East Nusa Tenggara, North Sumatera, North Sulawesi, South Kalimantan, South East Sulawesi, and West Nusa Tenggara.

There are 7 principles in DAFEP's Philosophy :

- 1) Decentralized Extension:
- 2) Collaborative Development:
- 3) Social-Gender and Agribusiness Oriented:
- 4) Integrated Agricultural and Forestry Extension:
- 5) Participatory Approach:
- 6) Farmer-first Orientation:
- 7) Farmer-Led Extension:

The strategy that implemented on GM in DAFEP consists of :

- (1) Establishing joint cooperation among the leader or decision makers in the related working unit (under the MOA and MF) with Local government (from District/Municipality level, sub-district to village level)
- (2) Establishing Task Group on GM/GM Networking among institutional actors from District/Municipality level, sub-district to village level.
- (3) Developing an appropriate human resource capacity by conducting appreciation meeting for leaders and decision makers and GM Training for the programs/project executors.
- (4) Implementing GM Socialization on agriculture and forestry to all stakeholders.
- (5) Developing organization and mechanism which supports GM implementation .
- (6) Developing design on gender responsive human resource development that will apply in shaping of program activity, conceptual working on accountability, monitoring, evaluating and reporting as well as in budgeting.
- (7) Developing information and data/report system on sex-disaggregated basis.
- (8) Developing gender analysis for project/activity planning, budgeting, monitoring and evaluating.
- (9) Developing supports from all stakeholders through participatory communication and discussion/appreciation process. Agriculture and forestry

The institutional structure developed on DAFEP's decentralized extension can be seen in Appendix 2.

There are 9 activities that are conducted in project implementation, which are, respectively:

- 1) Conducting PRA based on gender perspective.
- 2) Making and analysing Family Farm Profile by using Guideline Book on "Gender Issues in Household Resource Management , published by MOA, MF, and WB, 2000.
- 3) Making Family Farm Business Plan (*Rencana Usaha Keluarga or RUK*), including agribusiness, division of labour, input-output analysis, planning in farm improving etc.
- 4) Making Farmer Group Plan (*Rencana Kegiatan Kelompok*), which reflects :

- a. Physical development activities that will be conducted by mutual-help activities in group level.
 - b. Activities that can be conducted by using mutual-help in group levels.
 - c. Submitting the RKPD to Sub-district Plan through *Musyawarah Perencanaan Pembangunan Kecamatan*
- 5) Making Village Activity Plan (VAP) or *Rencana Kegiatan Desa (RKD)*, which is reflected activities that should be conducted in village level, such as physical development activities that support the learning process, than it is submitted to MPPK..
 - 6) Making Village Extension Activity Plan or *Rencana Kegiatan Penyuluhan Desa (RKPD)*, which reflects the planning on learning activities which are decided by consensus among actors
 - 7) Making Sub-district Extension Activity Planning or *Rencana Kegiatan Penyuluhan Kecamatan (RKPK)* or *Program Penyuluhan Pertanian* which reflects the Sub-district Agricultural Activities Planning in the level of Agricultural Extension Office to support RUK, RKK, RKD and RKPD activities.
 - 8) Making a proposal on agricultural and forestry activities that will be funded by the community or will be submitted to the government and non-government agencies.
 - 9) Conducting monitoring, evaluating and reporting which cover the project outputs and impacts that meet to women and men needs.

Entering the fifth year of the project, there are some achievements. In general, the project achieved the output has, as follows :

Component A. Enhancement of Farmers Capacity to Participate in and lead Extension activities

A.1. Strengthening the capacity of farmers to revitalize farmer groups and organize Farmers networks.

- 1) Out of 376,322 persons, the number of Women UPKG members was around 23,44 %, youth 10,24 % and the rest were men
- 2) At least 50 % of Farming HH participate in farmer network activities in participating village
 - The number of women member who was involved in sub-district extension plans activities were 32,25 % of 80,118 persons, while the youth 6,87 %

A.2. Building the Capacity of Farmers to participate in and to lead extension activities

- 1) Number of farmers, farmer trainers, farmers technicians trained in specific topic, number of women and youth trained were:
 - 28,000 farmers, and about 4400 farmer trainers and farmer technicians are trained. Overall, at least 25 % are women and youth
 - The number of farmers participating in DAFEP : Women 28,12 percent, youth 9,0 % of 403, 193 persons
 - The number of farmers trained by DAFEP : Women 25,70 %, Youth : 6,78 % of 257,936 persons

- The number of farmer trainers participating in DAFEP : Women : 10,89 %; Youth 12, 20 % of 8,942 persons
- The number of farmer trainers trained by DAFEP : Women 23,25 %, Youth : 4,33 % of 4,276 persons
- The number of farmer technicians participating in DAFEP : Women 18,34, Youth : 5,42 of 36,099 persons.
- The Number of farmer technicians trained by DAFEP : Women 17,82, Youth 11,63 % of 9,511 persons

A.3. Promotion of Participatory Extension Methods and Provision of Media and Technology Support

Component B : Strengthening the District Extension System

B.1. Introduction of institutional and management reform at the district level

1). A number of BIPPs/KIPs are fully operational equipped and staffed

B2. Building the capacity of Extension Staff in the participating district

1) Number of extension managers , extension workers, and support staffs trained :

- At least 70 % of district extension managers, about 4000 EWs and support staffs, and about 240 local officials have undergone training.
 - a. A number of extension managers in DAFEP districts : 9,88 % of 324 persons were women
 - b. A number of extension managers trained in DAFEP districts : 8,85 % of 226 persons were women
 - c. A number extension workers in DAFEP Districts : 21,77 % of 3078 persons were women
 - d. A number of extension workers participated in DAFEP District : 20,84 % of 1852 persons
 - e. A number of extension workers trained by DAFEP : 18,41 % of 1678 persons
 - f. A number of forestry extension workers in DAFEP Districts : 9,78 % of 491 persons
 - g. A number of forestry extension workers participated in DAFEP districts : 8,06 % of 335 persons
 - h. A number of forestry extension workers trained by DAFEP : 8,07 % of 285 persons
 - i. A number of support staff participated in DAFEP : 18,18 % of 451 persons
 - j. A number of support staff trained by DAFEP : 19,85 % of 413 persons
 - k. A number of local officials participated in DAFEP : 30,03 % of 353 persons
 - l. A number if local officials trained by DAFEP : 25,28 % of 269 persons

B3. Strengthening the extension support and delivery systems in the participating district

- Human Resources Development (HRD) plan preparation and HR Information System (HRIS) development and implementation
- HRD Plans implemented and HIRS reviewed, up dated and used annually in 16 participating districts.
- One study, each on HRD and Institution Development has been implemented.

Component C : Provision of Central Extension Policy and Project Management Support

- 1) **Improvement of Extension Policy and Conduct of Special Studies**
- 2) **Strengthening in Central Extension Support System.**

- The project was also supported fund for the extension staff/central staff in attending master degree, non degree training, overseas comparative study, and training managers. It was reported that the total number of master degree was 12 persons (11 persons were graduated), central staff non degree training 92 persons, 35 persons for overseas comparative study. Unfortunately there is no sex-disaggregated data available .

Research and Information on Rural Women

In Indonesia, data on social characteristics of the people are collected through various means notably population census, intercensal population survey, labour force survey, and national socio-economic survey. The data collected through Population Census and intercensal usually consist of data on various population characteristics such as citizenship, religion, education, language, employment, birth, movement and so forth, meanwhile the socio-economic data on various fields welfare are usually collected by using national survey. Areas most related to gender issues are employment, education and health. The sex-disaggregated data on rural women are not always available. It is because the majority of data on socio-economic condition are those collected by labour force survey (SAKERNAS) and national socio-economic survey (SUSENAS), which usually use household as a unit analysis. It can also be found in other census, such as agricultural and industrial censuses. Because household is used as a unit analysis, we cannot analyze the resource ownerships (land, livestock, house, and other valuable good) among the couples (husband and wives). In terms of SUSENAS, there are two types of questioner in the survey, Core and Module. Except for SUSENAS Core, we cannot use the SUSENAS Module to analyze gender issues at district level due to the limited number of sample.

Because the agricultural census uses household as a unit analysis, we cannot use the data to analyze gender in agricultural development. It is the same reason for analyzing gender in agribusiness.

The data containing information on rural women, especially on education, health and welfare, are very much useful for developing national policies, programs and legislation

that favour the advancement of rural women. As an example, since year 2000, the Ministry of National Education has been conducting policy analysis studies on Gender Mainstreaming in Educational Program by using macro data from SUSENAS: Core and Module. We can analyze whether gender inequality exists at national, provincial or district levels by using sex-disaggregated data. These data will give some evidences useful for the government in making decision on educational policies. At present, the sex-disaggregated SUSENAS data for the period of 2000-2004, at the province as well as district level through out Indonesia (31 provinces), are analyzed to support the “eye opener data” needed to mainstream gender in educational program. It is important to follow the implementation of Law No 22/2000 (Regional Autonomy) and INPRES No. 9/2000 concerning gender mainstreaming at province/district level as well as sector.

Recommendations

The fact that experience of MOA in integrating gender perspective and participatory approaches into rural women empowerment programs is restricted to the project supported by international donor agencies, led to the need for the FP to increase their efforts to communicate to the mainstream in MOA and MAF about the importance of GM in agricultural development as an economic as well social issues. The capacity building for the decision maker should be supported by the evidences on how efficient and effective the project when rural women participated in every phase of the project/program and made women as well as men as the beneficiaries. For this, The FP should encourage the Research and Development institution in MOA to integrate the gender perspective in their research.

As the impact of poverty alleviation projects dominant met to the practical gender needs, it led to the need in increasing the synergy of women farmer group, community based institutions and the focal point in the sub-district level as well as in district level, not only restricted to agricultural and forestry extension institutions but also other local institutions that will facilitate women’s access and control over the resources that meet to the achievement of household and community food security.

The lack of sex-disaggregated data on gender relation in agricultural/forestry/fisheries development programs in macro data need to be supported by holistic studies which conduct by gender and development specialist .

The study on the impact of the poverty alleviation projects toward household and community food security as well as farming sustainability is needed, as the projects reported dominantly on the impact of project stimulant and group dynamics.

Last but not least, the experience of the Department of National Education in mainstreaming gender by using the Gender Analysis Pathway (GAP) and Policy Outlook for plan of Action (POP) strategy should be considered by the MOA, MF and other ministries/departments.

The low of capability of CWSs staff/members should be improved by increasing the opportunity for them to involve in the project activities. In this matter the support from regional agencies will be benefits to the efforts on facilitating the gender equality and equity in agricultural development.

Conclusion

There is a lot of progress that were achieved by GOI, especially Ministry of Agriculture in empowering rural women through poverty alleviation and food security programs/projects. Nevertheless, all the programs on rural women empowerment that mentioned were on the project basis. In the future, along with the implementation of Law No.22/1999 there is a challenge for the local government to continue the programs on rural women empowerment. The synergy of all actor and stakeholders is still need to be improved to accelerate and sustain the food security in the level of household and community as well as in farming level.

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Policies and Programs for Advancement of Rural Women in Beijing Plus 10
Era : Innovations and Constraints : Country Review

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ABSTRACT

Since the GOI launched the Law No. 22/1999 regarding Regional Autonomy and the Presidential Decree No. 9/2000 regarding Gender mainstreaming in Development Program, following the Law No. 25/2000 regarding National Development Program, countless efforts have been conducting by The Ministry of Women Empowerment and Ministries related to rural women empowerment in poverty alleviation and food security programs. In Ministry of Agriculture (MOA) especially, the PRA and gender perspective approaches have been implementing in the various projects that enhance poor people in the rural area. Based on those projects, especially Rural Income Generating Project (P4K) and DAFEP experiences, it was found that the projects were successful to meet the practical and strategically gender needs, especially in the grass root levels. As the project focused on the income generating activities and reinforcing women farmer group dynamics dominantly, it would be useful to explore the influence of project stimulant and agricultural extension to meet the sustainability on group as well as the farming system. The lack of sex-disaggregated data that is needed to support the gender mainstreaming in agricultural department, led to the need in increasing the synergy of all working unit and the Focal Point under the MOA and other respected institutions. Along with these, the efforts to empower the WSCs in the universities, in turn, will give benefits in accelerating the achievement of gender equality and equity in agricultural development mandated by Presidential Decree No. 9/2000.

Key Words: Policies, rural women empowerment, Presidential  Decree, Gender mainstreaming, poverty alleviation

Introduction

The number of Indonesian people was 194,7 million in 1995 and 210,4 million in 2000. The annual growth rate of population during the 1995-2000 periods was 1.56 percent. It decreased relatively to 1.66 percent during the 1990-1995 periods (BPS, 1998). The result of Agricultural Census shows that the number of household recorded in 2002 was 50,15 million, with the average number of household member was 4.1 people. Out of the number, 59.6 percent was agriculture households (BPS, 2003). ✓ During the 1997 – 2000 period, the sex ratio was 99,1 which meant that for every one hundred women there were 99 men. In this period, more than a half of the population of Indonesia was women. However, the data in 2002 showed that the number of women decreased slightly to 49.94 percent of the total population (BPS, 2003). ✓

Although the 1945 Constitution declares that every citizen has equal status, rights, obligations and opportunity - both in the family and in society - Indonesia has ratified the UN convention to Eliminate Discrimination Against Women (CEDAW) in general women quality is lower than that of men as reflected on the HDI and GDI. Based on the Indonesia Human Development Report 2001 and 2004 (BPS, BAPPENAS and UNDP, 2001 and 2004), the HDI dropped significantly from 68 in 1996 to 64 in 1999, than it increased to 65.8 in 2002. However, due to the inequality, the GDI was not identical to the HDI. The GDI dropped from 58.9 in 1996 to 55,9 in 1999, than it increased to 59.2 %. In 2002, though women's life expectancy was higher than that of men (68.1 years compared with to 64.8 years for men), their achievements in human development were lower than those of men in literacy rate (86 % compared with 94% for men), fewer mean years of schooling (6.5 years compared with 7.6 years for men), and smaller share of earned income (women contributed 38 %, compared with 62 % for men). ✓

Women's lower status is also reflected in public sector. During 1997 – 1999 period, the representation of women in DPR (House of Representative) and MPR (The People Consultative Assembly) was 11.8 % and 13.4 % respectively. The number dropped into 8.8 % in the DPR and 9.1 % in MPR in the period of 1999-2004 (BPS and UNIFEM, 2001). The situation is not improved much after the 2004 General Election. Although the president of Indonesia is a woman and the new election law, passed in 2003 indicated that 30 % of candidates on party's lists should be women, only 9.7 % women were chosen as legislator (House of Representative member).

In contrast, women have certainly made progress in terms of employment. As reported by BPS, BAPPENAS and UNDP (2004), Women's Labours Force Participation (WLFP) rate was around 36.2 % before the crisis then it rose to 37.2 % in 1999 and to 37.5 % in 2002. By location, the WLFP in the rural was higher than that in the urban area, which was 46,83 % and 37,63 % respectively (BPS, 2002). Women's share of non-agriculture wage employment increased around 10 %; from 28% in 1997 to 38% 1998, though by 2002 the ratio had fallen back again to 28%. In terms of health, the maternal mortality rate has certainly decreased. The rate was 450 in 1986, falling to 334 in 1995 and 307 in 2002. Though the rate in the national level was decreased sharply, it was found that the rates were also dramatically higher in some provinces, which was 1,025 in Papua, 796 in Maluku and 686 in West Java, (BPS, BAPPENAS and UNDP, 2004).

In terms of poverty, in 1995 there was less than 20 % of people who lived in the income poverty. As a result of the crisis, poverty rose steeply - reaching 23% in 1999.

However, the level had fallen back to 18%- 38 million in 2002 and 17 % - 37,3 million people by 2003. By sex, out of the number of poor people in 2003, it was found that the number of women was 49,62 %. Meanwhile, by the head of the households, there were around 8,5 % who were in the poor category; and by education, around 56,2 % did not complete elementary school and they worked in agricultural sector- 51,7 % (BPS,2003). It means there will be a lot of tasks, especially for the government to improve the people's living condition.

Agencies, Policies, Programs and Legislations for Advancement of Rural Women

As stated in the National Development Program (PROPENAS) or Law No. 25/2000, the condition currently faced by Indonesia is very complex and multidimensional. Two of five main problems currently faced by Indonesia are slow economic recovery and declining level of social welfare and increasing social illnesses. This has led to GOI development priority in accelerating economic recovery based on the broad based economic system and strengthening the foundation of a sustainable and fair development. There are four cross cutting issues on those matters: poverty alleviation, development of the community based/grass root economic system, enhancement of national economy and preservation of the environment. In terms of the second issue, it is stated that the community based economic system to be develop is a system that enables the whole potential of society, as consumers, producers, as well as workers, without discrimination of race, religion and gender, with equal opportunity in various economic activities to increase their living standard. Furthermore it is stated that the cross-fields efforts necessary to take comprise the enforcement of law and principle of justice, creation of a healthy business climate, people empowerment, improvement of human resources, and increasing access to development resources.

In general, the national agency that is responsible for addressing rural women's development agenda is the Ministry of Women's Empowerment (MWE). The mandates of the MWE, among others are to prepare, plan, and formulate the government policies on women empowerment toward the achievement of gender equality and justice including the promotion of welfare and protection of children. As structurally, the MWE has no direct power to the people; the partners/agencies that are responsible in implementing the policies in the programs/projects/activities level are the line ministries. The line ministries mainstream their policies in accordance with the policies set.

At present, the focal points within the line ministries are responsible for coordinating the implementation of the "Beijing Platform for Action with its 12 critical issues of concerns and mainstreaming gender", namely BAPPENAS (National Development Planning Agency), Ministry of Agriculture, Ministry of Health, , Ministry of Home Affairs, Ministry of Labour and Transmigration, Ministry of National Education, Ministry of Religious Affairs, Ministry of Environment, Ministry of Cooperatives and Small and Medium Enterprises, Ministry of Social Affairs, National Family Planning Coordinating Board and Coordinating, Ministry for Political and

Security Affairs, Ministry of Justice and Human Rights. These focal points will be the network of the MWE.

At sub-national level, especially under the New Order Regime - based on the Presidential Decree No. 5/1955 and the Minister of Home Affairs Decree No. 17/1996 - at the time, the 27 Governors for Social Welfare and Head of District have been appointed as the Chairpersons of Women in Development Management Team (WIDMT - TPP2W). With the implementation of Regional Autonomy Law No. 22/1999, the WIDMT is revitalized to become Technical Coordinating Team for Women Empowerment at Regional Level (provincial, district and city). Law No 22/1999 on Regional Autonomy, stipulated in their provincial government, has the authority to coordinate the implementation of women empowerment programs at the sub-national level. At the same time, Office of Agencies of the Women Empowerment (Agencies/Units/Bureau) has been established within the hierarchical structure of the regional government to assist the Governor in carrying out its coordination and implementation of the tasks. Provincial government has to develop Minimal Standard of Services that elaborates the minimal service effort that should be conducted regarding to women empowerment. Based on this standard, they have to establish institution to implement women empowerment programs as directed by Laws and Regulations.

In the reform era, in December 2000, the President (Mr. Abdurrahman Wahid) issued the Presidential Instruction No. 9/2000 on Gender Mainstreaming (GM) in National Development (*INPRES No.9/Tahun 2000*). President instructed all Ministries, Local Government and non department institutions to conduct gender mainstreaming within their development programs – in planning, implementing, monitoring and evaluating of all development policies and programs.

Various efforts have been conducting by the MWE in executing the INPRES : (1) Advocating to policy makers in legislative, executive and judicial institution, (2) Building the capacity for GM implementers, (3) Making Compilation on the GM instruments, (4) Facilitating and mediating the mechanism of GM Implementation, (5) Developing the policy to improve the government's commitment at central, provincial, and district/ municipality levels, (6) Establishing the institution and strengthening the capacity of GM organization as well as the GM coordinator in each government level, and (7) Developing the mechanism which is conducive for achieving the consultation process and networking among the actors and stakeholders. Following the INPRES, there were many outcomes that have been achieved to support the GM, especially in ministries policies/programs.

Through the INPRES, there were some achievements to support the GM, especially in ministries policies/programs. To motivate and support the GM at the ministries level, the MWE issued the Decree No. B.55/MEN PP/Dep.II/VI/2002 concerning the need to establish a focal point responsible for integrating GM into the Yearly Development Plan ('Rencana Pembangunan Tahunan' or 'Repelita'). Some ministries have committed to establishing Focal Point, among others Ministry Of Agriculture (MOA's Decree No: 247/Kptsn 247/Kpts/KP.150/4/2003 regarding the Establishment of Coordination Team on Gender Mainstreaming Department of Agriculture), Ministry of Health (MH's Decree: HK.00.SJ.SK.I.1712, regarding Department of Health's Gender Mainstreaming Team), and Ministry of Environment.

In case of MOA, the focal point members consist of 25 personnel: 10 men and 15 women. The Team is lead by the MOA's General Secretary. The tasks of FP consist of: (1) Coordinating the implementation of GM in agricultural sector, (2) determining priority and action planning program on GM in agricultural development, for short term, midterm and long term), (3) Building strategies and networking with stakeholders, internally and externally to achieve the gender equity and equality in agricultural development, (4) preparing subject matters regarding agricultural development gender responsive policy, and (5) giving advocacy and consideration to Ministry of Agriculture in establishing the GM development policy.

The external stakeholders who are involved as the strategic partners for the focal point, consists of resource persons as follow: (a) NGOs and Community based Organizations as well as Women's Organizations in the national and grass root levels, (b) Women Study Centres in the universities and (c) the international organizations.

The strategy to integrate the gender mainstreaming in development programs is conducting the Gender Analysis Pathway (GAP) and Policy Outlook for Plan of Action (POP). At the beginning, in the period of 1999 to 2001, the National Development Board (BAPPENAS) funding by CIDA and Women Support Program and in cooperation with the State Ministry of Women Empowerment conducted training on GAP and POP which was followed by implementing the GAP and POP in 5 sectors/departments : Agriculture, Labour and Transmigration, National Education, Justice, and Cooperative Small and Medium Enterprise. Besides, in 2002 there were other 4 sectors which conducted the same training, namely Department of Health, Department of Social Affairs, National Family Planning Coordinating Board and Ministry of Environment. The resource person in the training was Prof. Linda Miranda. Besides, this activity also supports and facilitates the establishment of Focal Point in 9 sectors/departments as mentioned above which was legalized by the Ministry Letter).

There are some ministries which already implement the GM in their programs. The ministries that associate with the advancement of rural women are Ministry of Agriculture, Ministry of Health, Ministry of Home Affairs, Ministry of Labour and Transmigration, Ministry of National Education, Ministry of Environment, Ministry of Cooperatives and Small and Medium Enterprises, Ministry of Social Affairs, and National Family Planning Coordinating Board. At the present, the GM has already integrated in 35 development programs. Although all the programs are targeting women and men, the number of the programs that directly relate to advancement of rural women around 20 programs, consist of 2 programs in the Ministry of Agriculture and the Ministry of Environment; 3 programs in the Ministry of Labour and Transmigration and the Ministry of Cooperatives and Small and Medium Enterprise, and each 4 programs in the National Family Planning Coordinating Board, Ministry of Education, and the Ministry of Health (BAPPENAS, 2003). ✓

There are 2 programs where the gender mainstreaming integrates in MOA: Program of Agribusiness Development and Program of Food Improvement. Having the GAP and POP that based on the PROPENAS, the Focal Point in the ministry prepares many things such as conduct: (a) lobbying on the importance of GM in agricultural development program to the most important working unit "Echelon" 1 and 2, especially leader under the ministry, (b) gender awareness seminar/meeting/workshop/training which attending by the agricultural staff (Echelon 2, 3, and 4) in the central and

provincial/district levels, (2) preparing and making the guidelines for GM in agricultural development programs .

In terms of rural women empowerment, the Ministry of Agriculture (MOA) is the pioneer department which introduced rural women programs for the first time in 1970s, the time where the women in development perspective were the dominant paradigm in the development policies for advancement of rural women. The first programs that introduced to rural women were called as the "Pembinaan Kelompok Tani Wanita" or the education of Women Farmer Group. This program conducted together with the youth farmer group (Kelompok Taruna Tani) and Kelompok Tani Dewasa (Adult Farmer Group-usually men). Furthermore, in 1979 MOA launched the project that called *Proyek Peningkatan Pendapatan Petani Nelayan Kecil (known as P4K)*, or The Income Generating Project for Marginal Farmers and Landless. This project managed by MOA in cooperation with Bank Rakyat Indonesia (BRI). The beneficiaries of the project are rural poor families living below the poverty line. . The project was aimed at facilitating rural poor communities to the small credit and studying the effectiveness of the project's facilitating patterns.

The P4K Project has been implementing through 3 phases. The Phase I was known as "Action Research Phase". This phase was implemented in 1979 - 1988, funded by GOI and a grant from UNDP and covered 6 provinces. The role of MOA was executing agency, while the BRI acted as the channelling between bank and FAO as cooperating agency. The Phase II which was conducted in 1989 -1998, was called as "The formulation on the methodology of small farmers empowerment". Besides GOI, this project used loan from IFAD and grant from UNDP and the Netherlands Government. The role of BRI has increased from the channelling bank role to the executing bank. In this second phase, there were 12 provinces. The total number of SHGs being formed by the project increased for around 2,150 SHGs in Phase I to 50,038 SHGs in Phase II.

Having recognized by GOI as well as donor agencies as the successful program which met to the objective of poverty alleviation program, the program continued to Phase III which called as the Rural Income Generating Project (RIGP). This phase that started in 1998 and will finish in 2005 is expected to develop a *participatory and sustainable system and mechanism for poverty alleviation*. And by the end of the project the number of SHGs that expected to establish is around 74.000 groups. At the present, the number of SHGs has formed 70.444 registered SHGs with more than a half million members and affected the lives of approximately three million people through family involvement in SHGs activities. Of the registered SHGs, 22% have men-only members, 38% have women-only members and 40% have mixed members (men and women).

Along with the P4K Project, MOA was also introduced *Proyek Diversifikasi Pangan dan Gizi* (The Nutrition and Food Diversification Project), which implemented by the project that called as *Pembinaan dan Perbaikan Menu Makanan Rakyat*. This project conducted from 1980 to 1999. Between 1980-1994 there was a project called *Proyek Peningkatan Wanita Tani/P2WT* (Women Farmer Improvement Project) which conducted under the coordination of State Ministry of The Role of Women, the embryo of MWE. In that period, in 1991, the MOA decided to integrate concepts on gender and gender perspective into program planning and implementation. Then, in 1995 the

MOA launched the projects that called as *Proyek Diklat GAD* or The Education and Training Project on Gender and Development. The project was established to conduct training of trainers (TOT) on GAD for the agricultural human resources under the MOA. Besides, the application of gender perspective in identifying research needs and agricultural studies was also conducted under the Agricultural Research Management Project II (ARMP II).

Since 2000, MOA and MF have been implementing a collaboration project called DAFEP. The project integrates the GM and participatory approaches. This project will be describing in the next sub-chapter as an example of innovations project that created in responding to the Law 22/1999 concerning Regional Autonomy and INPRES No. 9/2000. Another project is called Participatory Integrated Development in Rain fed Area (PIDRA). This project have been conducting since 2001 and will be finished in 2005 and covered 237 villages in 12 districts in 3 provinces, especially East Java, West Nusa Tenggara and East Nusa Tenggara. The same with DAFEP, gender mainstreaming and participatory approach is also integrated in it programmes; and the name of the program is Community and Gender Development Program (Pengembangan Masyarakat dan Gender).

Based on the projects that mentioned above, it was found that MOA have been implementing the advancement of rural women as well as empowered the agricultural human resource to facilitate the programs for addressing rural women to access and control to knowledge/information and technology, credit, as well as capacity building in groups dynamics and leaderships. Evaluation studies on P4K Project conducted by Centre for Women Studies, Bogor Agricultural Universities (2003), reinforcement the fact that women's participation on P4K contributed among other to their household economics, increasing the volume and quality of the production, and led them to improve their working status from wage-employment and/or family workers to self-employment. Moreover, the P4K strongly influencing the self-confidence among the member and giving them a social status in their community. Besides, it was also reported by the Extension Workers that the sustainability of WFGs were better than MFGs. In other words, though P4K Project was designed and implemented did not base on GAD perspective. It seems to be appeared that most of the project met toward the practical gender needs and strategical gender needs. These were happened as the extension workers were well trained on the PRA which was based on gender perspectives. There was another positive impact on institutional in the national, meso and micro level as reflected in the increasing on the number of extension workers who has capacity in working with poor people, men and women.

Innovations and Constraints for Improving the Situation of rural Women

An example of the agricultural program innovations, which have positive impact for improving the rural women's access to resources and capacity development to improve their learning, livelihood and food security, is called Decentralized Agricultural and Forestry Extension Project (DAFEP). DAFEP is a collaboration project which was developed by the ministries including Ministry of Agriculture (MOA) and Ministry of Forestry (MF). who are responsible for conducting agricultural development : It

seemed that this project was introduced to follow the implementation of the Law 22/2000 concerning Regional Autonomy and INPRES No. 9/2000 on Gender Mainstreaming in Development Program. This project is conducted for four years -November 1st to March 31st 2004- and funded by GOI and World Bank . But, for some reasons, the project will be expanded to December 2005,

The general objective of DAFEP is developing capacity building for farmers in order to participate in the extension activities and extension service agencies, to promote feasible and sustainable farming and to increase farmer income.

There were three components on DAFEP and each component has its own specific objectives. There are the specific objectives of every component, which are, respectively:

- (1) Component A : Farmer and Farmer Leaders
 - a. To empower farmers to identify their own farming priorities
 - b. To participate in the integrated extension program at sub-district and district levels.
- (2) Component B : Local Extension Service Agencies
 - a. To introduce reformation into the extension.
 - b. To build capacity of extension staff
- (3) Component C : National Extension Canters.
 - a. To introduce reformation into the extension.
 - b. To build capacity of extension staff

The project was implemented in ten (10) provinces as follows : Central of Java, D.I. Aceh, D.I. Yogyakarta, East Nusa Tenggara, North Sumatera, North Sulawesi, South Kalimantan, South East Sulawesi, and West Nusa Tenggara.

There are 7 principles in DAFEP's Philosophy :

- 1) Decentralized Extension:
- 2) Collaborative Development:
- 3) Social-Gender and Agribusiness Oriented:
- 4) Integrated Agricultural and Forestry Extension:
- 5) Participatory Approach:
- 6) Farmer-first Orientation:
- 7) Farmer-Led Extension:

The strategy that implemented on GM in DAFEP consists of :

- (1) Establishing joint cooperation among the leader or decision makers in the related working unit (under the MOA and MF) with Local government (from District/Municipality level, sub-district to village level)
- (2) Establishing Task Group on GM/GM Networking among institutional actors from District/Municipality level, sub-district to village level.
- (3) Developing an appropriate human resource capacity by conducting appreciation meeting for leaders and decision makers and GM Training for the programs/project executors.
- (4) Implementing GM Socialization on agriculture and forestry to all stakeholders.
- (5) Developing organization and mechanism which supports GM implementation .

- (6) Developing design on gender responsive human resource development that will apply in shaping of program activity, conceptual working on accountability, monitoring, evaluating and reporting as well as in budgeting.
- (7) Developing information and data/report system on sex-disaggregated basis.
- (8) Developing gender analysis for project/activity planning, budgeting, monitoring and evaluating.
- (9) Developing supports from all stakeholders through participatory communication and discussion/appreciation process. Agriculture and forestry

The institutional structure developed on DAFEP's decentralized extension can be seen in Appendix 2.

There are 9 activities that are conducted in project implementation, which are, respectively:

- 1) Conducting PRA based on gender perspective.
- 2) Making and analysing Family Farm Profile by using Guideline Book on "Gender Issues in Household Resource Management", published by MOA, MF, and WB, 2000.
- 3) Making Family Farm Business Plan (*Rencana Usaha Keluarga or RUK*), including agribusiness, division of labour, input-output analysis, planning in farm improving etc.
- 4) Making Farmer Group Plan (*Rencana Kegiatan Kelompok*), which reflects :
 - a. Physical development activities that will be conducted by mutual-help activities in group level.
 - b. Activities that can be conducted by using mutual-help in group levels.
 - c. Submitting the RKPD to Sub-district Plan through *Musyawarah Perencanaan Pembangunan Kecamatan*
- 5) Making Village Activity Plan (VAP) or *Rencana Kegiatan Desa (RKD)*, which is reflected activities that should be conducted in village level, such as physical development activities that support the learning process, than it is submitted to MPPK..
- 6) Making Village Extension Activity Plan or *Rencana Kegiatan Penyuluhan Desa (RKPD)*, which reflects the planning on learning activities which are decided by consensus among actors
- 7) Making Sub-district Extension Activity Planning or *Rencana Kegiatan Penyuluhan Kecamatan (RKPK)* or *Program Penyuluhan Pertanian* which reflects the Sub-district Agricultural Activities Planning in the level of Agricultural Extension Office to support RUK, RKK, RKD and RKPD activities.
- 8) Making a proposal on agricultural and forestry activities that will be funded by the community or will be submitted to the government and non-government agencies.
- 9) Conducting monitoring, evaluating and reporting which cover the project outputs and impacts that meet to women and men needs.

Entering the fifth year of the project, there are some achievements. In general, the project achieved the output has, as follows :