

enhancing women's participation

LEARNING FROM FIELD EXPERIENCE



World Bank Office Jakarta

**PROGRAM
PENGEMBANGAN
KECAMATAN**



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Enhancing Women's Participation: Learning from Field Experience

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FOREWORD

This book is intended to help enhance the participation of women in KDP and other community driven development programs. It describes the experiences of village facilitators (*FDs*) and *kecamatan* facilitators (*FKs*) in an effort to overcome the low level of women's participation in the *Kecamatan* Development Program (KDP).

During a three-day workshop held in Bogor 21-23 March 2002, thirteen facilitators and ex-facilitators talked about their experiences in the field during the first phase of KDP. They discussed ways in which women's participation could be enhanced, and answers to the types of questions that were frequently asked throughout the implementation of the program.

This book is expected to be used as a practical resource for both KDP *FDs* and *FKs*. Although it is not a 'recipe' for problem solving in the field, it does provide examples that will hopefully inspire the creativity and sensitivity of facilitators to successfully carry out the second phase of KDP. Field experience and case studies are presented in this book, organized in accordance with stage of the KDP cycle. However, as the information collected in the workshop is limited, not all stages of the program cycle are illustrated by case study from the field. It is our hope that more field experiences and more variety of case studies could be shared and illustrated in the next edition.

Last but not least, we hope that this book would be able to provide direct contribution to efforts in enhancing women's participation in KDP as well as in other empowerment programs.

Jakarta, June 2003

The Report Team



ACRONYMS AND ABBREVIATIONS

| | |
|---------------------|---|
| Adat | Traditions and customs |
| DIY | (<i>Daerah Istimewa Yogyakarta</i>), Special Province of Yogyakarta |
| FD | (<i>Fasilitator Desa</i>), Village Facilitator |
| FK | (<i>Fasilitator Kecamatan</i>), Sub-district Facilitator |
| Jabar | (<i>Jawa Barat</i>), West Java Province |
| Jateng | (<i>Jawa Tengah</i>), Central Java Province |
| Jatim | (<i>Jawa Timur</i>), East Java Province |
| Kab. | (<i>Kabupaten</i>), District |
| Kades | (<i>Kepala Desa</i>), Village Head |
| Kadus | (<i>Kepala Dusun</i>), Sub-Village/Hamlet Head |
| Kalteng | (<i>Kalimantan Tengah</i>), Central Kalimantan Province |
| Kec. | (<i>Kecamatan</i>), Sub-District |
| Kelompok doa | Christian/Catholic prayer group |
| KM Kab | (<i>Konsultan Manajemen Kabupaten</i>), District Management Consultant |
| KM Prop | (<i>Konsultan Manajemen Propinsi</i>), Provincial Management Consultant |
| LKMD | (<i>Lembaga Ketahanan Masyarakat Desa</i>), Village Council |
| MAD | (<i>Musyawarah Antar Desa</i>), Inter Village Meeting at the Kecamatan level (same as UDKP) |
| MCK | (<i>Mandi, Cuci, Kakus</i>), Public bathing, washing and toilet facilities |
| Musbangdes | (<i>Musyawarah Pembangunan Desa</i>), Village Development Meeting |
| Musbangdus | (<i>Musyawarah Pembangunan Dusun</i>), Sub-village/Hamlet Development Meeting |
| NAD | (<i>Nanggroe Aceh Darussalam</i>), Aceh Province |
| NTT | (<i>Nusa Tenggara Timur</i>), East Nusa Tenggara Province |
| NU | (<i>Nahdatul Ulama</i>), Association of Muslim Scholars |
| P3DT | (<i>Pembangunan Prasarana Pendukung Daerah Tertinggal</i>), Infrastructure Development Support Program for Less Developed Regions |
| Pengajian | Moslem prayer group |
| PPK | (<i>Program Pengembangan Kecamatan</i>), Kecamatan Development Program |
| PTO | (<i>Petunjuk Teknis Operasional</i>), Operational Guidelines |
| RAB | (<i>Rencana Anggaran Biaya</i>), Budget Plan |
| Sumsel | (<i>Sumatera Selatan</i>), South Sumatra Province |
| Sumut | (<i>Sumatera Utara</i>), North Sumatra Province |
| TPK | (<i>Tim Pelaksana Kegiatan</i>), Project Implementation Team |
| TTD | (<i>Tenaga Teknis Desa</i>), Village Technical Assistants |
| UEP | (<i>Usaha Ekonomi Produktif</i>), Productive Economic Activities |
| UDKP | (<i>Unit Daerah Kerja Pembangunan</i>), Kecamatan Development Forum |
| UPK | (<i>Unit Pengelola Keuangan</i>), Financial Management Unit |



QUESTIONS ON WOMEN'S PARTICIPATION IN KDP

1

What is the Kecamatan Development Program (KDP)*

KDP is a Government of Indonesia program aimed at alleviating poverty in rural communities and improving local governance. KDP began in August 1998 as a three-year program through a World Bank loan to finance Village-level development projects. The Government is currently following it up with another three-year of KDP phase two.

The program is targeted towards the poorest *kecamatan*s in Indonesia. It basically aims to foster more democratic and participatory forms of local governance by strengthening *kecamatan* and village capacities, and improving community participation in development. KDP provides block grants directly to *kecamatan*s and villages for small-scale infrastructure, social, and economic activities. The program works with village councils (*Lembaga Ketahanan Masyarakat Desa, LKMD*) and *kecamatan* development fora (*Unit Daerah Kerja Pembangunan, UDKP*).

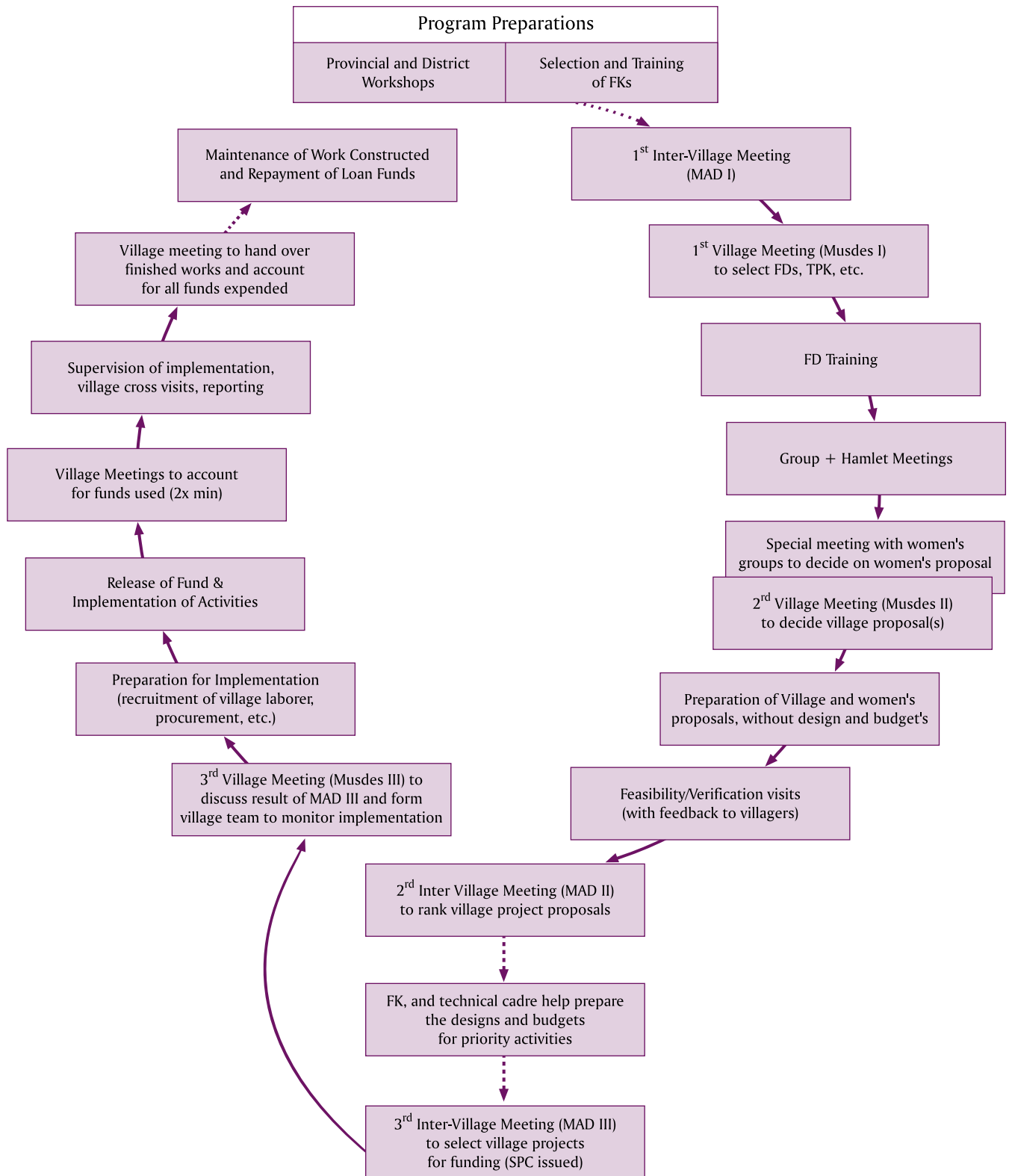
The KDP cycle starts with a four to six month-long facilitated socialization and planning process at the sub-village, village and *kecamatan* levels. In open public meetings, villagers decide upon a maximum of two proposals for forwarding to the final round of *kecamatan* level decision making. Of the two proposals, one must come from women. In the *kecamatan* meetings, elected representatives of all the villages select proposals for funding under the KDP fund allocation to the *kecamatan*. Village implementation and monitoring teams, technical assistance, *kecamatan*-level financial units are then chosen to implement the village projects of infrastructure, economic loans or social activities. See KDP 2 cycle for details.

KDP places a strong emphasis on promoting the participation of women. Traditionally in Indonesia, women have been confined to more domestic roles while men are more active in the public domain. KDP undertook a number of initiatives to improve gender equity and increase women's participation (see Table 1).

* Quoted from Kecamatan Development Program (KDP) Final Report, Phase One 1998 - 2002.



KDP - 2 Activity Cycle



Why is Women's Participation Important?

KDP aims to alleviate poverty through community development and capacity building for both men and women, as well as village and inter-village institutions women have equal rights as men to access and control resources.

Essentially, women who make up half of the population, have a special role and interest in their families and households. Providing women with the opportunity to access and control over KDP resources will extend community welfare overall. In cognizant of this reality, and for the benefit of the community at large, it is imperative to ensure women's participation within each stage of KDP cycle. KDP resources will not be efficiently used without women's participation.

Box 1: WOMEN'S INVOLVEMENT IMPROVE THE COMMUNITY'S WELL-BEING

It used to be extremely difficult for the residents of Bloro Village in NTT (East Nusa Tenggara) to access clean water to meet their drinking, bathing and cleaning needs. Every day they were required to rent a truck at a cost of Rp.3,000 per person to go and fetch water six kilometers from their village. They spent most of their income to get clean water. Their situation was so difficult that students were abandoning their schooling and many residents were unable to attend church.

When KDP was initiated, the women proposed installation of clean water pipes into their village. KDP accepted their proposal and funded the project. According to the community, their welfare levels are beginning to improve since clean water is easily accessible within their village. They no longer need to spend a bulk amount of their money on clean water but use it for other necessities instead, such as paying school fees as well as transport costs to and from church. In addition, they can bathe every day, do their washing and use the water for agricultural needs. The extra ordinary thing the community is experiencing is that they can now actually save money!



Women have experiences, habits, problems and special needs that are different to men. Therefore they must be given equal opportunities to utilize the resources made available through KDP to fulfill their special needs.



Box 2: ABSENCE OF WOMEN'S INVOLVEMENT LEADING TO PROJECT FAILURE

The women in one village in Papua used to leave their homes before sunrise and walk 2.5 kilometres to the river to bathe, wash clothes and fetch water for the daily household needs. These conditions caused them to submit a proposal for the construction of *MCK* (public bathing, washing and toilet) facilities. The Proposal Writing Team did not, however, involve these women when it came to preparing the proposal. After the proposal was agreed to in the Kecamatan Development Forum, the facilities were built in the center of the village.



In addition to being closed in, the facilities are very small, particularly the space for washing. Therefore the women had to take turns to wash clothes, when they are used to washing their clothes together at the edge of the river, sometimes with as many as twenty of them doing their washing while joking, gossiping, and discussing the conditions in the village. As a result, many women have gone back to the river to bathe, fetch water and wash their clothes, and the new *MCK* in the center of the village are hardly used.

What Form of Participation is Expected?

It is expected that women take an active role in all KDP activities — preparing the proposals, selecting the activities to be funded, participating in implementation, and monitoring of processes — while at the same time enjoy the benefits of the project.

As proponent, women propose activities that help address and fulfill their priority needs. **As decision makers**, they attend KDP meetings and they are able to put forward their opinions and have an impact on the decision-making process. **As implementing agent**, women can be the labor involved in the Project Implementation Team or the Financial Management Unit, based on their desires and abilities. **As monitors**, women can be involved in the evaluation of work, actively request financial accountability reports, as well as take firm action in the field when required. **As maintenance agent**, they help maintain the facilities and infrastructure built, or become members of the maintenance team. Finally, **as beneficiaries** women can obtain the capital required for business ventures, or make use of the new infrastructure built using KDP resources.



Box 3: WOMEN PROPOSE, COMPETE, IMPLEMENT AND ENJOY THE BENEFIT OF KDP

In one village in the Tanjungsari Sub-District in *Jabar* (West Java), the majority of the community work as rainfed farmers. During the dry season, the men in the village do not work in the fields; instead they make kites and plaited bamboo handicrafts with the help of the women.

In 1999-2000, KDP was introduced into the village. Almost all of the women in the village submitted Productive Economic Activity (UEP) proposals requesting funding for their bamboo handicrafts and kite enterprises. Their proposals were agreed upon as special women's proposals. A large number of women attended the 1st Village Development Meeting (*Musbangdes*) with their proposals being chosen for submission to the 2nd *Kecamatan* Development Forum (UDKP II, held to select the village proposals for funding). Approximately 40 women attended the UDKP II to provide support for their representatives. They were very happy when their proposals received funding as the capital enabled them to rapidly develop their businesses. Six months back they were only able to produce 200 kites per day, but now this figure has gone up to 500. The women in the village no longer assist in the rice fields; rather they give a proportion of their income to their husbands to help them buy seeds and pay for farm hands to work in the rice fields. They use the remainder of their money to buy school books for their children and their preferred Muslim outfits. "Before I wasn't even sure I could afford these sorts of clothes once per year, but now we have some money to buy these clothes in a number of different style" says one woman. They are also able to invest their money in gold jewelry.



Why are Special Efforts Required?

During the first phase of KDP, women's participation at meetings were low. Even when women did attend, they would not always actively convey their ideas, defend their proposals, decide on proposals ranking and funding, or participate in the implementation and monitoring of the activities.

Experience from the field suggests that women have not made full use of their right to submit proposals that incorporate their special needs. As a result, KDP has not been able to reach its ultimate goal. KDP's terms and conditions have been revised to allow for increased women's participation in the second phase of the program. See Table 1 for details.



Table 1

KDP PHASE TWO TERMS AND CONDITIONS — ENHANCING WOMEN'S PARTICIPATION

| KDP Stage of Activities | KDP Terms and Conditions |
|---|---|
| 1. KDP dissemination at the <i>kecamatan</i> level Inter-village Meeting/1 st <i>Kecamatan</i> Development Forum – UDKP I) | <ul style="list-style-type: none"> • At least three of the six village representatives must be women. • The forum must highlight the importance of women's participation. • There should be at least one woman in the Financial Management Unit (UPK) |
| 2. Socialization and selection of <i>FD</i> (1 st Village Meeting – <i>Musbangdes I</i>) | <ul style="list-style-type: none"> • Of the two <i>FDs</i>, one must be a woman • Local support positions should be open to both man and woman. • Women should hold three of the seven paid KDP positions in the village. • At least 40% of participants must be women. |
| 3. <i>FD</i> Training | <ul style="list-style-type: none"> • The Female <i>FD</i> must be able to attend training: schedule and venue should not be in conflict with other activities. |
| 4. Socialization and brainstorming for project ideas at the hamlet level and among women's groups. | <ul style="list-style-type: none"> • The number and types of existing women's groups must be identified. • The socialization methods and techniques used must ensure that all the women are able to understand KDP and realize that the women's groups have equal opportunities as others to submit proposals. • At least 40% of participants must be women. |
| 5. Selection of women's representatives and proposals (Special Women's Meetings) | <ul style="list-style-type: none"> • As many women as possible are encouraged to attend the Special Women's Meeting, particularly those involved in the brain-storming process at the group level. • For brain storming process, women's groups should be separated from men's groups. |
| 6. Selection of village representatives and proposals for <i>kecamatan</i> meeting (<i>Musbangdes II</i>) | At least 40% of participants must be women. |
| 7. Proposal Write Up | Women must be involved in the proposal writing process, especially the women's proposals. |
| 8. Proposal Verification | There must be a woman on the verification team. |
| 9. Implementation Preparation (3 rd Village Meeting – <i>Musbangdes III</i>) | <ul style="list-style-type: none"> • At least 40% of participants must be women. • There must be women members on the Project Implementation Team as well as the Monitoring Team. • The results of the meeting must be known and understood by women's groups. |
| 10. Implementation | <ul style="list-style-type: none"> • There must be at least one woman in the Project Implementation Team. • Women must be invited to hear the explanation of the project implementation plan. • Women must be given equal opportunity to work on infrastructure and other development projects as men, and receive equal wage. |
| 11. Monitoring | <ul style="list-style-type: none"> • There must be women members on the Monitoring Team and Inspection Team, among others: Team 18 and Auditing Team at the <i>kecamatan</i> level. • Women must be invited to the implementation and financial accountability meetings at both the village and <i>kecamatan</i> levels. |



LEARNING FROM FIELD EXPERIENCE

2

This section gives a number of examples of good practices that are useful to motivate women to participate actively in the KDP implementation process.

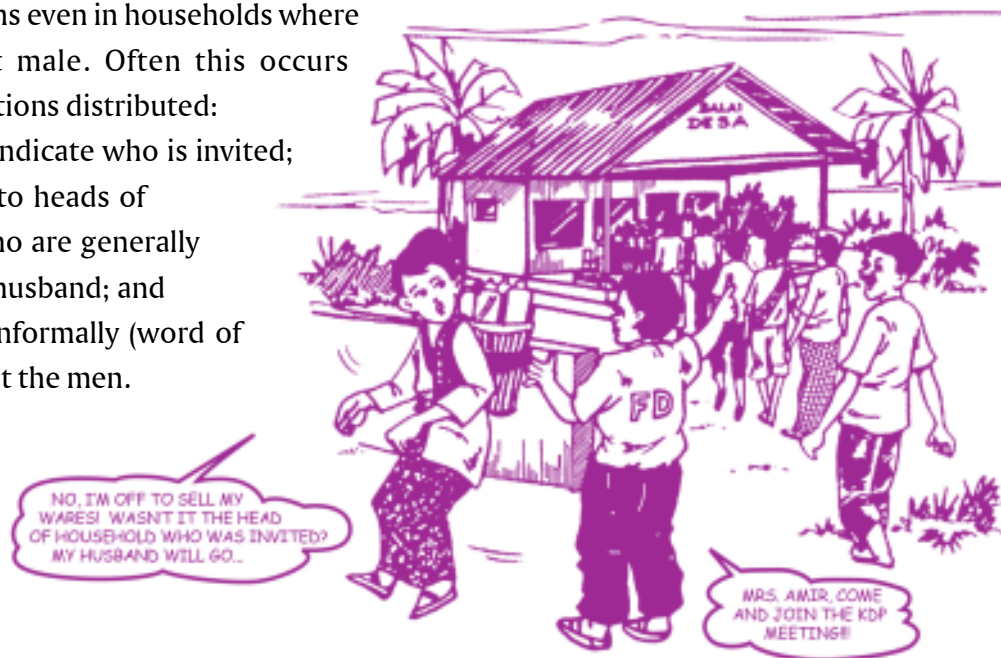
Ensuring that Women Attend Meetings

Efforts need to be made to ensure that women understand the importance of their participation in the KDP meetings. In addition, meetings need to be arranged in a way that ensure that women are able to attend.

1. Inviting Women

In a number of regions, women often do not attend meetings because they feel that they were not invited, that they are disregarded, or even that they are forgotten about. This happens even in households where there is no adult male. Often this occurs because the invitations distributed:

- Do not clearly indicate who is invited;
- Are addressed to heads of households, who are generally defined as the husband; and
- Are conveyed informally (word of mouth) amongst the men.



Another problem that usually occurs is that female household heads are not acknowledged and thus not invited because people automatically assume that a household is always headed by a male. As a result, women lose the opportunity to become involved and enjoy the benefits of the KDP resources.

Based on field experience, these problems can be overcome by :

YOU AND YOUR HUSBAND HAVE BEEN INVITED TO A KDP MEETING AT THE VILLAGE HALL TOMORROW. YOU'LL COME WON'T YOU?



YES, THANK YOU.

- Addressing invitations to both husband and wife, for example : To: Mr. And Mrs. Abdullah;
- Where the head of household is female, ensuring the invitation clearly states her name;
- In the case of informal invitations, announcing the meeting over the speaker at the local mosque to ensure women hear the invitation directly;
- In the case of oral invitations, announcing the meeting at special women's *pengajian* (Moslem prayer groups, *kelompok doa* (Christian/Catholic prayer groups), or at traditional village meetings.



Box 4: ENCOURAGING WOMEN'S ATTENDANCE THROUGH INVITATION PROCESS

- In the Salawu Village in *Jabar*, local Islamic religious leaders announce invitations to socialization meetings over a loud speaker.
- In the Belu District in *NTT*, local Catholic priests and traditional village leaders announce to all villagers when the KDP meetings will be held. After these announcements, both the Village and *FKs* remind the community about the meetings. Similar methods are used in East Kotawaringin. *Kalteng* (Central Kalimantan), where the traditional village leaders broadly announce the meetings.



- In the Gunung Kidul District, *DIY* (the special District of Yogyakarta) Province, Traditional puppet shows are utilized to publicize Information about KDP.
- In Tasikmalaya District, *Jabar* stickers with information about KDP are given out to women's groups. There are plans to establish a central radio station as a means to broadcast publicly KDP information
- In several areas, FM radio stations are used to broadcast information on KDP at certain times.



2. Setting Targets of Women Participants

Although the number of women attending KDP meetings is often quite low, the meeting organizers usually feel satisfied.

One facilitator in the Musi Banyuasin District, *Sumsel* (South Sumatera), has made an effort to increase women's attendance rates by setting a target percentage for female attendees. For example, if a 40% target rate is set, this means that for every 100 meeting participants, 40 of them should be women. The meeting organizers who are in charge of distributing invitations (e.g. the Village heads and the Sub-Village (Hamlet) heads know this target figure). In order to reach the target, the meeting organizers are encouraged to invite more women than the target figure to ensure that women's attendance rates improve.

3. Scheduling the Meetings

If the meeting is set at an inappropriate time, for example, during market days or holy *adat* days, women will not attend. They will also not attend if the meetings are held at a time when they usually do their housework or conduct their daily chores.

In order to overcome these issues, the time for the meetings should take into account women's routine activities and their free time. If it is difficult to find a suitable time to hold the KDP meetings, consider to take advantage of existing regular meetings arranged in the village KDP meetings can be held immediately after the regular meetings (religious meetings, traditional village meetings).

Box 5: CHOOSING THE RIGHT TIME FOR A MEETING

- In one village in Jayawijaya in Papua, women usually leave their homes early in the morning to go into the forest looking for sago. They then go to work in the fields and return to their homes in the late afternoon or evening. The only day they do not work on Sunday. The only activity on that day is going to church or attend traditional village meeting. The *FDs* take advantage of this one free day by holding a Village Development Meeting or Special Women's Meeting. The meeting is held after the church service or after the traditional meeting.
- In the villages of Naitimu, Bakustulama and Lawalutulus in *NTT*, meetings are held at night (after 7pm) because women have usually finished their work by then.
- In the Sukarasa Village, *Jabar*, meetings are held between 2 and 4 o'clock in the afternoon because by that time most women have come back from the rice fields and completed their housework.



4. Determining Meeting Location and Venue

Meeting locations that are far from women's homes, are major cause of women's lack of attendance. In the Kawungsari Village, *Jabar*, women do not attend meetings because the meeting location is a two hour walk from their homes. Similarly, in West Tasifeto Sub-District, *NTT*, it is difficult for women to attend the meetings as the venue is located 7-8 kilometers away and the road is quite difficult to drive by vehicle. Women have to pay money to rent a motorbike taxi (*ojek*).

In order to avoid women's lack of attendance caused by location of the meeting venue, the facilitators need to:

- Choose meeting location close to the residential area.
- Choose regular meeting locations. A few villages use *musholla* (small mosque) frequented by the community, while other villages use primary schools, homes of community leaders, or churches.
- Not choose meeting locations that can only be attended by men, leaving women out as they may be unwilling or embarrassed to attend the meetings in such locations.
- Rent trucks to transport women from their hamlets to the Special Women's Meeting in the village. The cost of renting the truck can be paid out of operational funds.



If the only meeting place available is considered 'taboo' by the community for women to attend, then efforts must be made by facilitators to approach community leaders prior to the meeting to confirm that it is appropriate for women to meet in that location.



Box 6: HOLDING A MEETING IN A PLACE CONSIDERED “TABOO”

On Nias Island in *Sumut*, (North Sumatra), there is a tradition that has made it “taboo” for women to enter the village hall as this is the place of resolving legal disputes such as theft, adultery, etc. Consequently, women do not want to attend the meetings held there as they do not want to be perceived as doing something wrong. *FD* approached the community leaders and church groups which adhere to adat laws. After obtaining clarification that there are no religious prohibitions for women entering the village hall, the *FD* invited the wife of the local priest together with other women to attend the meeting in the village hall. After hearing the voice of the priest’s wife over the loud speaker, the women came in large numbers to the hall. They held the Village Development Meeting (*Musbangdes*) and succeed in winning the women’s proposal.



5. Limiting the Length of the Meeting

While meetings often drag on, particularly due to extended debates among male participants, women often leave the meetings due to their time constraints.

In order for the meeting discussions not to become long-winded, there needs to be agreement in advance as to what will be discussed and what time is needed for discussion. In the Pasiraman Village, *Jatim* (East Java), there is agreement that meetings start at 2pm and end by 5pm. Meetings should not exceed three hours as this can result in “over-saturation” and an unproductive use of time. If discussions have not been completed within the allocated time, then an agreement can be made as to when another meeting can be held.

6. Addressing Other Barriers

Women participation levels are often low due to local cultures that consider men more appropriate to represent the households. Occasionally, women are not able to attend meetings because their husbands prohibit them.



To overcome this problem, the facilitators should privately approach the community leader as well as the husbands so they would allow their wives to attend the meeting. After the facilitator approached a group of men in the Belu District in *NTT* and explained to them the benefits to the family if their wives play an active role in KDP, the men understood and allowed their wives to become involved in KDP activities.

Women Participation in Each Stage of KDP Activities

1. Socialization of KDP

CHOOSING WOMEN'S REPRESENTATIVE

During the socialization process in the *kecamatan* (UDKP 1), KDP mandated the presence of 2 women out of the five village representatives. However, what often occurred was that the Village Head (*Kades*) simply appoint the two women representatives all by himself without consulting the villagers. These women, who may not have the ability to transmit complete KDP, info rarely passed on KDP information to women's groups in the village.

To overcome this problem, it should clearly be stated in the letter of invitation to the village that women's representatives attending the socialization meeting must meet the following criteria:

- Possess the capability to disseminate KDP information to all levels of the community, particularly the women's groups;
- Have close relations with women in the village; and,
- Be chosen by the village forum.

ENABLING WOMEN TO ATTEND MEETINGS

In one village in Wagir Sub-district, *Jatim*, it was very difficult for women to participate in the socialization of KDP, as they were busy working as factory laborers and small traders.

In order to overcome this problem, the *FK* assisted the *FD* to:

- Become familiar with women's daily activities, such as their means of earning income and their social activities. This enabled the *FD* to coordinate the socialization agenda to coincide with the women's free time.
- Identify the activities that are usually attended by all women in the village, for example, women's savings and loans groups (*arisan*), women's *pengajian* groups, women's *kelompok doa*, and women farmer groups. The facilitator can take advantage of these meetings for KDP socialization activities.



- Identify and become acquainted with informal community leaders who are close with the women's groups, for example the leader of the women's *pengajian* group, who could encourage members of the groups to attend KDP socialization activities.

The *FD* and *FKs* in Wagir Sub-district in *Jatim* usually work together with the leader of *pengajian* group in order to convey information about KDP to members of this group. This effort has been very effective as there are significant numbers of women belonging to this group.

2. *FD* Selecting and Training

The best *FDs*, be they man or woman, are those who can motivate women participation in the village in such a way so the program yield better results. These facilitators played a significant role in the attempt to increase women participation. Followings are several examples of problems encountered during the selection and training of the *FDs*.

In a number of locations, the selection of female *FD* at the *Musbangdes I* was only done to fulfill KDP mandate. The female *FDs* were selected based on whoever were available and therefore most did not meet the criteria of a facilitator. As a result, these female facilitators were not able to carry out their tasks. The only task they can perform was recording KDP activities, while facilitation tasks were fully conducted by male *FDs*.

**FEMALE *FD*
ONLY TO FULFILL
KDP MANDATE**

As part of the efforts to get competent candidates, the *FK* explained to the community the important role of the female *FD*. Women feel more comfortable if they are facilitated by female *FD* because women can generally be more open and are more courageous in speaking with other women. It is important that the selection of the female *FD* be based on criteria such as: ability to facilitate, willingness to listen to and talk with groups of women, as well as having sufficient time to conduct these activities.

Sometimes *FK* cannot prevent the selection of female *FD* who lack the necessary skills to conduct their tasks. *FK* does not have the right to annul the decision made at the village forums. This situation often obstructs the participation of women in the village.

**FEMALE *FD*
LACKS
CAPABILITIES**



FK should endeavor to provide training and special assistance to *FD* in such situations. For example:

- Prior to conducting facilitation activities, *FDs* should be assisted in their preparation as much as possible by making a checklist of steps to be taken and materials to be disseminated;
- Accompany the *FDs*, particularly for the first meeting they facilitate, to help build their self-confidence when carrying out their tasks; and,
- *FK* should then provide feedback to *FDs* to enable them to improve in their subsequent facilitation activities.

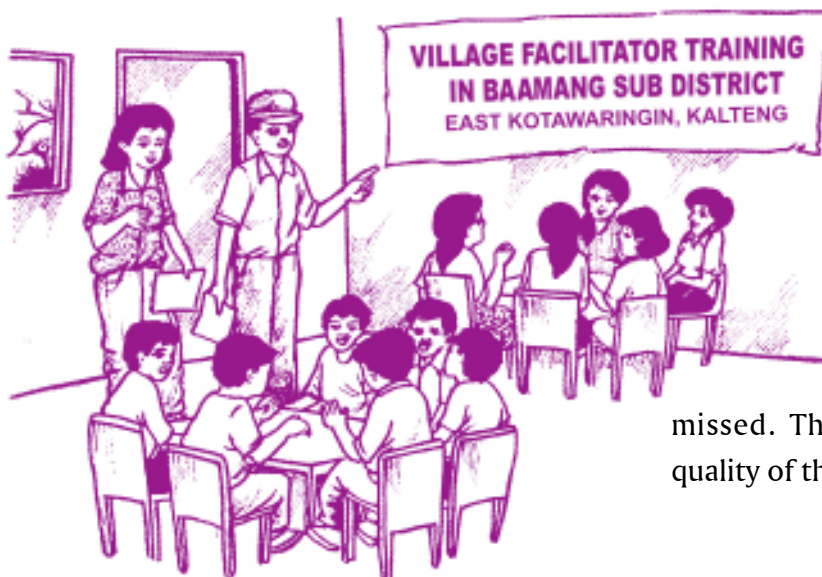
Box 7: HELPING FEMALE *FDs* IMPROVE THEIR CAPACITY

“ In my free time, I often visit *FDs*' homes and invite them to talk about anything they like. In such a relaxed environment, I slip in messages into the conversation about problems that *FDs* have when facilitating meetings. For example, for *FDs* who are not capable of capturing and organizing the ideas of the groups, I propose that she be more sensitive in listening to problems conveyed by the groups being facilitated. This method is quite effective because the *FD* can improve their abilities without feeling that they are being instructed or told to. In fact, there are facilitators who ask which books they can read to improve their facilitation skills.” *FK* in Mutiara Sub-District, *NAD* (Aceh Province).



OPTIMIZING THE BENEFITS OF TRAINING

During *FD* training in Baamang Sub-district, *Kalteng* female *FDs* did not have adequate opportunity to ask questions and convey their opinions because male *FDs* dominated the training sessions. As a result, the female *FDs* did not benefit much from the training.



In order to overcome this problem, the *FK* took the initiative to provide separate training sessions for the female *FDs* in the last two days of the training. During these two days, the female *FDs* had all the opportunity to ask their questions and catch up on anything they missed. This separate training improved the quality of the female *FDs*.



Box 8: THE DON'TS FOR FACILITATOR

- Force women to participate in KDP activities
- Use approaches which are against local customs and traditions
- Use foreign jargon which are difficult for the community to understand, especially the women
- Humiliate, disgrace, and underestimate questions, opinions and proposition suggested by women, even if they are inconsistent with the topic of the discussion
- Force women who are not prepared to speak in public
- Hold meeting when women in the village are busy
- Hold meeting without prior notification
- Prohibit women from bringing their children to meetings
- Limit the number of invitations

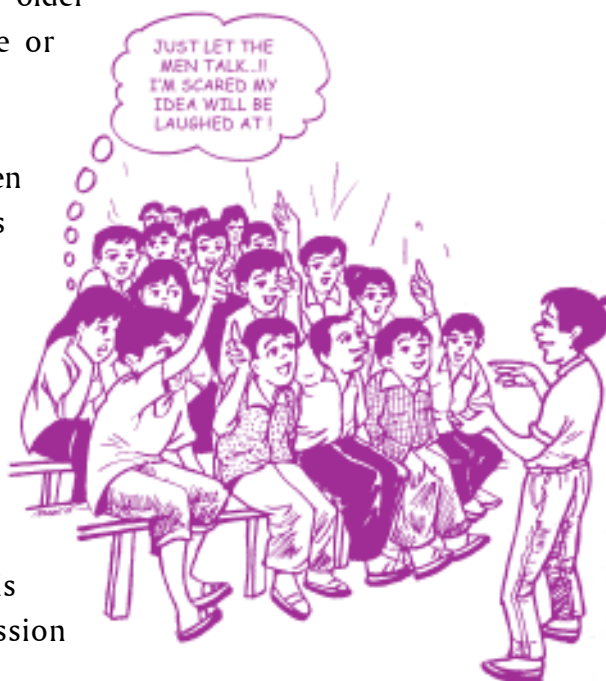


3. Brainstorming for Project Ideas

Even if women attend the meetings, they are generally reluctant to express their opinions because they lack self-confidence, afraid of making mistake or afraid they might be considered smart aleck. They may also be concerned that their opinions will be underestimated by men, who are often considered more capable or more adept at speaking in public. Or, they may have ideas to contribute, but do not know how to express them. Men often dominate the discussion, which exacerbates women's reluctance or unwillingness to participate. Brainstorming sessions are also often dominated by community leaders (such as the Village Head, custom leaders, and school principals) or older women who feel they are more or knowledgeable or experienced.

Several methods of ensuring women participate in brainstorming sessions include:

- *FD* can utilize the existing village meetings such as *arisan* or *pengajian* group or *kelompok doa* meetings, to seek information about women's needs and opinions. At hamlet meetings, the *FD* can use this information to inspire discussion among the women.



- In meetings, *FD* can ask each participant directly about their ideas to ensure women have the opportunity to express themselves. This will motivate participants to be more expressive.
- In Kebumen District, *Jateng* (Central Java), women participants who were seen whispering to each other were approached by the *FD* and encouraged to speak up and share their views.
- Use brainstorming method in small groups to capture as many opinions as possible, regardless the content. The method uses metaplan where ideas are written down on a piece of paper. Those who cannot read and write can be assisted by others who can.
- If the meeting is dominated by certain people (such as the wife of the Village Head or school principal) then the facilitator must ask other participants if they agree with what is being suggested.
- To generate interest to participate, the meeting must be carried out in a relaxed fashion. In Salawu Sub-district, *Jabar*, familiar local terms are used. In Neglasari Sub-district, *Jabar*, when the meeting starts to get saturated, it is broken up with singing or dancing.

Based on experience, it is difficult to capture women's ideas in general meetings. Consequently, KDP requires holding special women's meetings so that:

- Female participants can be more confident, motivated and have the courage to expressing their opinions and ideas.
- Meetings can be adjusted to suit women's free time, thereby allowing as many of them to attend.
- Meetings can be easily facilitated because women feel more free to speak, making it faster to identify their needs and reach agreement.

Based on experience in Kawunganten Sub-district, *Jateng* the facilitator raised several suggestions of ways that may help women's groups to more easily and freely express their ideas, including:

- Start the meeting with relaxed and simple chatting which is easily understood by the women, for example:
 - *What do you usually do during this time?*
 - *How do you feel being in this gathering?*
 - *What were you thinking about when you were coming here?*
 - *What do you expect from this meeting?*



Subsequent to hearing their responses, the facilitator can develop the discussion further.

- Inviting participants to think about the problems in their village or hamlet. Each identified problem must be written down on grid paper and common problems are then grouped by theme.
- Inviting participants to discuss the causes of the problems and ways to resolve them. This can be used as input for the preparation of proposals.
- Inviting participants to decide on project ideas to be proposed. Use the following considerations to formulate project proposal :
 - What and how much can the village contribute?
 - Will the beneficiaries include women?
 - In what way will the proposed project benefits women?
- Citing examples of similar problems that have occurred in other locations, including an overview of decisions made and the processes used to make the decisions.
- Allowing the participants to debate the strengths and weaknesses of each proposal until agreement is reached.
- Making use of local women's community leaders who are trusted as 'mediators' or arbitrators for opening and directing the discussion.



Box 9: FACILITATING MEETINGS TO ENCOURAGE WOMEN TO EXPRESS THEIR NEEDS

General meetings in the hamlets (hamlet/sub-village development meetings), in the Sukarasa Village, *Jabar* are held as follows:

- Meetings was held in the primary school building. Participants choose their own seats. Usually men sit on one side and women on the other side of the room.
- The male *FD* facilitates the meeting in front of the room, while the female *FD* sits among the female participants. The female *FD* is ready to give additional clarification anytime.
- When the participants are asked to give their opinions or proposals, the male *FD* writes them down on the board/flip chart. Meanwhile the female *FD* tries to :
 - encourage female participants to actively speak
 - let the male *FD* know when there is a female participant who wish to speak
 - If needed, the female *FD* can function as the spokesperson for those women who may be too shy to share their opinions directly.



In the Wonotirto Sub-district, *Jatim* and in the Salawu Sub-district, *Jabar* brainstorming sessions have been more effective when the female participants sit in the front rows. They can be more self-confidence in expressing their opinions if they don't see the male participants.

4. Preparation and Selection of Proposals

WRITING UP PROPOSALS

Women are often considered unable to write proposal, thereby most member of the proposal writing team are men. In writing up the proposal, the Team did not even involve women proponents .

In the special meeting for women, one of the *FKs* in *Kalteng* tried to identify women who were capable of representing their group to be recommended to become members of the Proposal Writing Team. These efforts were successful in increasing the number of women chosen to become members of this team. In fact the women were able to carry out the task effectively. Before writing a proposal they would sit together with the group of women proponents.

VERIFYING PROPOSALS

In several regions it has been difficult to find women to become members of the Verification Team, while in other regions people have not thought to involve women in the Verification Team even if there is a possibility to find a potential one.



The *FK* in *Kalteng* sought out the women who wanted to be included as members of the Verification Team who had experience that was relevant to the activities proposed by the community. The *FK* would then train all the team members so that they were equipped to carry out their tasks. These efforts resulted in the involvement of two women in the Verification Team: a school principal, and a housewife who already had experience in managing savings and loans activities. By providing adequate training, both women are able to carry out their tasks effectively.

5. Defending Proposals

- In Wonotirto Sub-district in *Jatim*, women were not able to determine their priority needs and often simply followed what the majority wanted resulting in the final proposal not meeting their specific needs.
- Women's proposals were rejected without women's groups having the opportunity to explain and defend their proposals, reducing the enthusiasm of these women to participate in the process.
- The women's representative is often concerned that they will not be able to successfully defend the women's proposals at UDKP II. Apart from the limited number of women who are able to defend the proposals, moral burdens are often the cause of difficulties encountered in finding women's representatives.
- Even though the women's proposals are of good quality, men often consider them unimportant and women are often unable to articulate the strong justification for the proposals to be accepted. Proposals for road construction generally proposed by men, are usually considered more important than requests for business capital, usually proposed by women.

EXPLAINING THE IMPORTANCE OF PROPOSALS



To be able to defend women's proposal, there is a need for discussion with women to equip them with ability to adequately explain the importance of their proposals for the improvement of their lives. The women's representatives attending the *kecamatan* meetings should be those who are involved in proposal writing so that they know the background, because they are the ones directly involved. The women involved in proposal presentation must be adequately prepared so that they fully understand the contents of the proposal.



DETERMINING PROPOSALS TO BE FUNDED

Discussions at the UDKP II are usually lively with debates between village representatives. Generally, male village representatives dominate the debates, while female representatives do not get a chance to put their opinions forward. If the female village representatives do not fully understand the proposal put forward by their village, they cannot effectively argue to defend it nor counter the arguments against it during the discussion. These situations are often the reason why women's proposals are not chosen for funding.

In Pampang Sub-district, *Sumsel*, the *FK* always provides both women's and men's groups the opportunity to express their opinions alternately so the women's groups don't feel marginalized.



Generally KDP proposals are assessed using the following considerations:

1. Justification for the proposal
2. Total beneficiaries (the number of households or hamlets)
3. Availability of alternative funding sources
4. Type and amount of self-contributions
5. Supporting natural resources

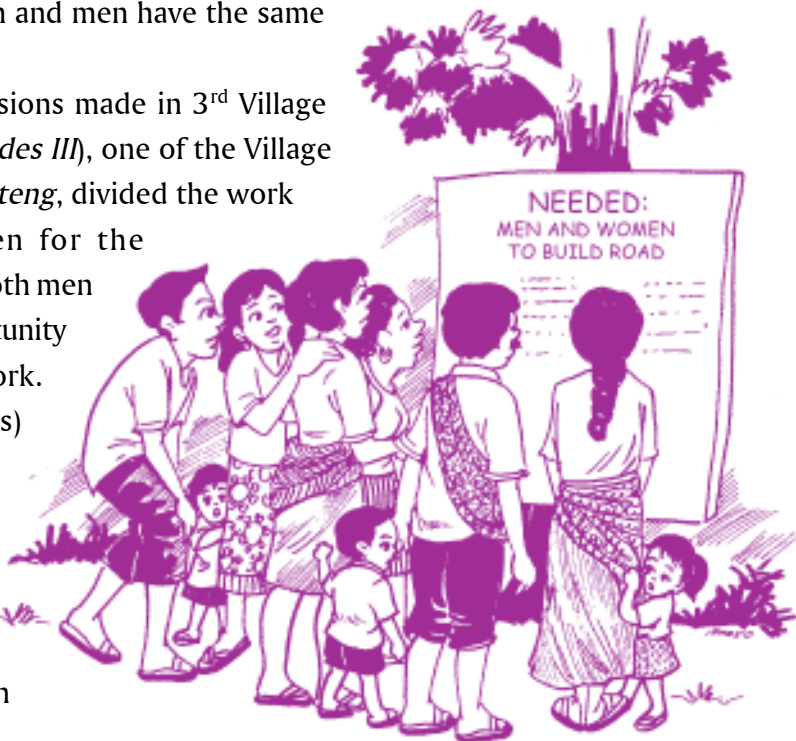
6. Implementation and Monitoring of Activities

During implementation of the activities, men generally carry out the construction of infrastructure, while women's role is limited to providing meals and drink. In the Financial Units, Project Management Teams, and the Special Teams, women's involvement is usually limited to secretarial and treasury positions, while the men take up the positions of chairperson, vice-chairperson, or inspector for maintenance activities. This division of roles is caused by the perception that the leadership of the teams and inspection activities, as well as tasks requiring physical strength, can only be carried out by men.



To change this perception, facilitators can adopt the following efforts:

- During the team selection process, the facilitator should always convey to the meeting participants that women and men have the same opportunity to be chosen.
- Based on the results of the decisions made in 3rd Village Development Meeting (*Musbangdes III*), one of the Village Heads in Ambal Sub-district in *Jateng*, divided the work between the men and women for the development of infrastructure. Both men and women were given the opportunity to be involved in the physical work. If couples (husbands and wives) were involved, the Village Head gave the husband priority for physical work.
- When advertising work vacancies for building infrastructure, it must be clearly stated that both men and women can apply.



Box 10: CHANGING BIASED PERCEPTIONS ABOUT WOMEN'S CAPABILITIES IN MONITORING

Initially, the women in Paliyan Sub-district in *DIY* Province were not included in the Monitoring Team because the community considered the women as not having the capabilities to monitor activities. In order to change this view, the *FK* invited women to nominate themselves to become members of the Monitoring Team. As a follow up, the *FK* trained the members of the team in techniques on interpreting diagrams, understanding budget plans, and how to submit financial plans for the use of funds. After receiving training, women were able to carry out monitoring activities effectively.



7. Maintenance Activities

The community usually choose men to become members of the Maintenance Team for infrastructure projects and the Collection Team for repayments of loans as men are perceived as more capable of inspecting infrastructure and organizing loan repayments.

In reality, women are just as capable of being involved in maintenance of infrastructure and organizing repayments. The followings are some examples:

- In the Tangjungsari Village in *Jabar*, the community agreed to include women in road maintenance activities. Their role was to guard the tollgates and collect road usage tolls. In order to overcome the limitations faced by women, such as night shifts or problems encountered because road users tried to avoid paying the tolls, division of tasks between male and females are openly discussed and agreed upon.
- Some of the equipment and infrastructure are used more frequently by women, such as clean water facilities, public bathing, washing and toilet facilities. As the primary users, they are very concerned whether or not the facilities are functioning and are happy to be involved in the Maintenance Team. They are also capable of undertaking inspection roles.
- It is not uncommon that women are more effective at collecting loan repayments for business capital from women's groups.



MONITORING AND EVALUATION WOMEN'S PARTICIPATION



Objectives

Increasing women active participation is the most important objectives of KDP. Consequently, monitoring and evaluation is required to measure progress towards the achievements of the objectives. The results of monitoring and evaluation can be used to develop and improve strategies to achieve the objective of increased participation of women.

Initial Data Collection

One of the most important tasks of the facilitator is to collect initial data to determine the existing level of women's participation in the village. This can be achieved by asking simple questions, such as:

- What are the daily activities of the women in the village?
- Are women familiar with KDP activities?
- Are women invited if there are meetings in the village hall?
- Do women come to these meetings if they are invited? Why/why not?
- Are there any routine meetings held by women in the village (for example, savings and loans groups, *pengajian* groups, *kelompok doa*, *adat* meetings especially for women)?
- Are there any groups of women who conduct joint business activities?
- Who are the women's community leaders in the village? Are there several women's community leaders?

Facilitators can use this initial data to design strategies to increase the level of women's participation, and as a source of comparison for future evaluations. After one year of KDP implementation, facilitators can assess whether women's group activities have increased, the number of women who speak up and state their opinions in meetings have increased, and whether the number of women's community leaders who are active have increase.



Indicators of an Increase in Women's Participation

Increasing the participation and the quality of the role of women in KDP can be measured objectively in the field using several indicators. The following sections outline these indicators.

1. Meetings

Meetings take place during each stage of KDP. These meetings include the Inter Village Meetings, Village Meetings, Group/Hamlet Meetings, and Special Women's Meetings. In each meeting, the number of women in attendance must be recorded. Facilitator should observe and record whether the women speak up, propose, defend and consider activity proposals. By putting these informations in the minutes, FKs can use the information collected to assess the role of women in these meetings even if they did not attend the meetings themselves.

Box 11: DOCUMENTING WOMEN'S ACTIVE PARTICIPATION

“In the first year, it was difficult to measure the level of women's attendance, their active participation and their abilities to ask questions, submitting proposals, and convey their ideas in the meetings which I did not attend. In subsequent year, I made various efforts to overcome this problem. First, in order to know if women actively participated in the meetings facilitated by the two *FDs*, I requested one of them to record the meeting process which included questions that emerged, who asked the questions and who put forward ideas. From these records, I was able to know easily how active women participants are. Secondly, for group meetings, I used form 1.1 brainstorming ideas to measure their level of participation.”
— *FK* in Paliyan, in *DIY* Province.



2. Formulating Proposals

ORIGINAL PROPOSALS

Original women's proposals are those that have been really proposed by women. Women who are actively involved in the proposal formulation process will be concerned about being directly involved in each of the following stages. In several locations, women's proposals were often actually prepared by men, designed to benefit the men. Therefore, there is a need for monitoring to ensure women's proposals are original.



In reality, there is no means to determine if the proposal put forward by women has originated from the women themselves and is based on their actual needs. To try to know if the women's proposals are in fact original, there is perhaps a need to interview the proponents. The following questions can be asked:

- What is known about the proposal being submitted?
- Why is it being proposed?
- How will they defend the proposal so that it will be included in the priority list?

If their proposal is original, then they will be able to answer these questions. Even in the following stages, such as the implementation of their proposed activities, the women should be actively involved.

Apart from assessing the originality of the proposal, the quality of the proposals should be assessed to understand the level of the women's capabilities. There are several questions that can be asked for monitoring purposes:

- Does the proposal include justifications?
- Does it explain each stage of implementation?
- Does it explain the benefit of the activities?
- Does it meet women's need?

Quality proposals stand a good chance of being funded. The method for evaluating the quality of the proposals is to count how many women's proposals have been classified as the 10 highest level, because in order to achieve this rank, the proposals will have already been assessed and will have fulfilled criteria stipulated by KDP. If there are significant number of women's proposals included in this classification, then they are of good quality. If there are only a few in the 10 highest level, the following questions need to be asked before judging women's capabilities:

- Have the women experienced difficulties in formulating the proposal?
- Are the women able to protect/secure their interests?

3. Implementation of Activities

Indicators that can be used to measure the level of involvement of women in the implementation of activities are:

- How many women are associated with the management of KDP, for example, as members of the Project Management Teams and as Financial Unit staff?
- What are their roles within these teams?



- How capable are they in carrying out their tasks? For example if they are treasurer, are they capable to do bookkeeping effectively?
- How many women are directly involved in the implementation of KDP activities, for example as labor?

4. Monitoring

For monitoring purposes, questions about all KDP activities must be asked to women's group. The questions should be easy to understand so that it can be determined whether they don't know anything at all, know a small amount, or are truly familiar with the activities in progress. Several examples of such questions include:

- Do they know about the existence of KDP in their village?
- Which activities have been funded by KDP?
- Who is actively involved in these activities?
- How have the activities and projects been implemented?
- What are the benefits of these activities?
- Do they know about the progress of the activities presently underway?

5. Sustainability of Women's Participation

Women's continued involvement after the completion of KDP may be known by understanding their activities outside of KDP. If women's participation improved within and outside of KDP activities, then the involvement of women are sustainable. Otherwise, there is the possibility that after the completion of KDP, the women's conditions could return to pre-KDP levels.

Women can continue to be active in the community if they can get extended support from various parties. In order to know if this is the case, interviews should be carried out with the local community regarding interest and attention given by the Sub-District Head (*Camat*), the Provincial and District Coordination Teams, as well as members of the local assemblies to involving women in activities. This information is important because the local government's support to women can help the sustainability. Table 2 outlines indicators that can be used to measure the participation and active role of women.



Table 2

INDICATORS FOR THE PARTICIPATION AND ACTIVE ROLE OF WOMEN

| Expected Results | Means of Verification | Performance Indicator |
|--|---|--|
| 1. Women attend and play active role in meetings | <ul style="list-style-type: none"> • Directly observe the process • Evaluate/review documents, such as: <ul style="list-style-type: none"> - Lists of attendance - Brainstorming form - Evaluation of the level of participation form - Minutes of meetings or notes on the process which record who asked questions and put forward ideas | <ul style="list-style-type: none"> • The number of women attending the meetings has increased • Women speak out and ask questions at meetings • Women make proposals • Women put forward ideas or defend their opinions |
| 2. Women understand all aspects of KDP in their village | Randomly interview women community in related village about : <ul style="list-style-type: none"> • The existence of the program • Fundable activities • The implementers of activities • The benefits of activities • The progress of activities • Financing • The members of existing teams | <ul style="list-style-type: none"> • The number of women who can explain different aspects of KDP • Women are able to explain all aspects of KDP in their village |
| 3. Women play active role in formulating quality and fundable proposal | <ul style="list-style-type: none"> • Interview women proponents activities • Observe the process of formulating Proposal • Review the women's and mixed proposals • Review the priority proposals list | <ul style="list-style-type: none"> • Women are able to explain the details of the proposals submitted by their groups and are able to provide justification for submitting the proposal • The proposals meet women's needs • Detailed implementation stages • The positive impact of the proposal are stated clearly • Follow up activities are stated clearly • Great number of women proposals classified as 10 top priorities |
| 4. Women are included and play active role in KDP teams | Review the Operational Guidelines (PTO) to study the structure of the teams (Financial Units, Project Management Teams, Monitoring Teams, Verification Teams, and so on) and record the positions held by women | <ul style="list-style-type: none"> • The number of women in the KDP teams • Women are able to carry out their tasks in the team effectively, for example as treasurer they are to maintain bookkeeping. |
| 5. Sustainable role of women following the completion of KDP | <ul style="list-style-type: none"> • Interview community leaders about women's role outside of KDP • Interview women to understand • A change in the role of women in KDP and in community in general | <ul style="list-style-type: none"> • The local government concerned about women's involvement • The number of women who play active role within and outside of KDP • The number of women who have become community leaders |



Appendix 1

Experts' Questions

Questions from the experts are questions outside of the usual indicators, which can assist in understanding the relative success of efforts made to empower women in the village.

The questions below are based on the experience of those with expertise in similar programs to KDP in other countries.

- Are women allowed to express their opinions in meetings?
- Are women allowed to go to meetings without permission from their husband?
- Are women allowed to go to the meeting place alone?
- Do women own and manage economic activities?
- If women work, do they manage their own incomes, or must they give their earnings to their husbands?
- What has been done to change the perceptions of men regarding the role of women?
- Has men's perceptions about the role of women changed? Why and how has it changed?
- Who makes the decisions in village meetings?
- If women think there is a problem in KDP, who do they inform about the problem?
- What is the role of women in determining mixed group proposals (from both men and women) in the village?
- Do the female *FDs* have the same skills and capabilities as the male *FDs*?
- What is the attitude of the male *FDs* towards the female *FDs*?
- How capable are the *FDs* and *FKs* in explaining that women must be actively involved in KDP?
- What are the methods used by the facilitators to encourage women to attend village meeting?
- What are the methods used by the facilitators to encourage women to speak up in village meeting?
- What are the methods used by the facilitators to encourage the full participation of all attendees at the Special Women's Meeting?
- According to the male respondents, why are women's proposals not included in the priority list ?
- Are the decisions of the Verification Teams to not recommend particular proposals based on the same criteria for mixed proposals and women's proposals?
- In order to access KDP loan funds, do women have to obtain their husband's permission?



Appendix 2

List of Participants In the Technical Workshop: Enhancing Women's Participation in KDP Bogor, West Java, Indonesia 21-23 March 2002

KDP Facilitators

- Ana Zulaichah (FK, Wonotirto, Jatim)
- Eni Kusumawati (FK, Salawu, Jabar)
- Intan Nugraheni (FK, Paliyan, DIY)
- Mila Karmila (FK, Luragung, Jabar)
- Oom Komariah (ex-FD, Tanjungsari, Jabar)
- Zainul Abidin (ex-FD, Sukarasa, Jabar)

Central KDP Management Consultants

- Maria Prima Nahak (ex- FK, Tasifeto, NTT)
- Richard Gnagey (ex-Team Leader, P3DT)
- Rusnaini (ex-FK, Mutiara, NAD)
- Sadwanto Purnomo (ex-FK, Kawunganten, Jateng)
- Susan Wong
- Wawan Setiono (ex-District Management Consultant, P3DT)
- Yesi Maryam

Canadian International Development Agency (CIDA)

- Francisca Indarsiani

Center for the Development of Women's Resources (PPSW)

- Nani Zulminarni
- Rudiyanto

World Bank

- Chitrawati Buchori
- Enurlaela Hasanah (ex-FK, Bulu, Jateng)
- Gillian M. Brown
- Karen Mason
- Sri Kuntari (ex-Provincial Management Consultant, Jateng)





Women have experiences, habits, problems and special needs that are different to men. Therefore they must be given an equal opportunity to utilize the resources made available through KDP to fulfill their special needs



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