



# Gender in Community Driven Development Project: Implications for PNPM Strategy

Working Paper on the Findings of  
Joint Donor and Government Mission







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# List of Acronyms and Abbreviations

<b>ACCESS</b>	Australian Community Development and Civil Society Strengthening Project
<b>ADB</b>	Asian Development Bank
<b>AusAID</b>	Australian Agency for International Development
<b>BAPPEDA</b>	Regional Development Planning Agency ( <i>Badan Perencanaan Pembangunan Daerah</i> )
<b>BAPPENAS</b>	National Development Planning Agency ( <i>Badan Perencanaan Pembangunan Nasional</i> )
<b>BKM</b>	Board of Community Representatives ( <i>Badan Keswadayaan Masyarakat</i> )
<b>BLM</b>	Community Direct Assistance ( <i>Bantuan Langsung Masyarakat</i> )
<b>BPD</b>	Village Representative Body ( <i>Badan Perwakilan Desa</i> )
<b>CDD</b>	Community Driven Development
<b>CEDAW</b>	Convention on the Elimination of all forms of Discrimination Against Women
<b>CIDA</b>	Canadian International Development Agency
<b>CPIA</b>	Country Performance and Institutional Assessment
<b>CSO</b>	Civil Society Organization
<b>DfID</b>	Department for International Development
<b>GDP</b>	Gross Domestic Product
<b>GOI</b>	Government of Indonesia
<b>KDP</b>	<i>Kecamatan</i> Development Program
<b>KPP</b>	State Ministry for Women's Empowerment ( <i>Kementerian Negara Pemberdayaan Perempuan</i> )
<b>LIA</b>	Labor Intensive Activities
<b>MDG</b>	Millennium Development Goal
<b>MenKoKesra</b>	Coordinating Ministry for People's Welfare ( <i>Kementerian Koordinator Bidang Kesejahteraan Rakyat</i> )
<b>Kimpraswil</b>	Ministry for Settlement and Regional Infrastructure ( <i>Departemen Pemukiman Prasarana dan Wilayah</i> )
<b>MIS</b>	Management Information System
<b>MMR</b>	Maternal Mortality Ratio
<b>MPA</b>	Methodology for Participatory Assessment
<b>NGO</b>	Non Government Organization
<b>NTB</b>	West Nusa Tenggara ( <i>Nusa Tenggara Barat</i> )
<b>NUSSP</b>	Neighborhood Upgrading and Shelter Sector Project
<b>PAD</b>	Project Appraisal Document
<b>PKK</b>	Family Welfare Program ( <i>Program Kesejahteraan Keluarga</i> )

<b>PNPM</b>	National Community Empowerment Program ( <i>Program Nasional Pemberdayaan Masyarakat</i> )
<b>SPP</b>	Women's savings and loans ( <i>Simpan Pinjam Perempuan</i> )
<b>UNDP</b>	United Nations Development Program
<b>UNIFEM</b>	United Nations Fund for Women
<b>UNFPA</b>	United Nations Population Fund
<b>UPK</b>	Financial Management Unit ( <i>Unit Pengelolaan Keuangan</i> )
<b>UPP</b>	Urban Poverty Project
<b>WB</b>	World Bank
<b>WHO</b>	World Health Organization
<b>WSLIC</b>	Water Supply and Sanitation in Low Income Communities

#### **LIST OF ADDITIONAL INDONESIAN TERMS**

<i>Desa</i>	Village
<i>Dinas</i>	Sub-national government office
<i>Dusun</i>	Hamlet
<i>Kabupaten</i>	District
<i>Kecamatan</i>	Sub-District
<i>Kelompok Tani</i>	Farmers group
<i>Kelurahan</i>	Urban Village
<i>Ketua</i>	Head/Chief
<i>Simpan Pinjam</i>	Savings and Loans
<i>Perempuan</i>	Women



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# Executive Summary

## Background

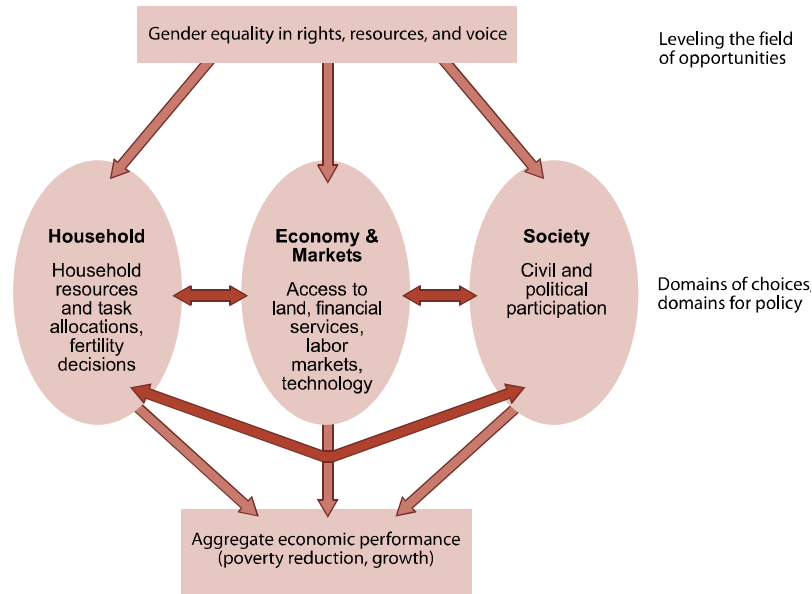
In September 2006, in response to increasing levels of poverty in the country, the President of Indonesia announced the government's decision to implement a new policy on poverty reduction and job creation. The target is to reduce poverty to become 8 percent in 2009 from 18 percent in March 2006 and to reduce unemployment rate from 10 percent in 2006 to 5 percent in 2009 through unified community driven development and labor intensive activities in 2007, moving to just two models of community empowerment (urban and rural) in 2008 with conditional cash transfers integrated into this. Together these will make up the Program Nasional Pemberdayaan Masyarakat (PNPM) - the National Community Empowerment Program. The PNPM presents a unique opportunity to address some of the constraints to women's empowerment and through this, to increase the effectiveness of poverty reduction efforts. The preparation of PNPM will draw heavily on the experiences of the Kecamatan Development Program (KDP) and the Urban Poverty Program (UPP) and hence a starting point for this review was to look at how gender has been addressed, and at what has and has not worked in these and other community driven development projects.

## Rationale for a focus on gender equality and empowerment of women

Ensuring equal opportunities across population groups, including between men and women, is an important instrument for achieving poverty reduction and growth. (World Bank 2005). The framework for linking the different elements of gender equality, and poverty reduction and growth is presented in the figure below.



## Gender Equality, domains of choice, and economic performance: A Framework



Source: World Bank, 2007

Despite a national policy framework for promoting gender equality and improvement in some of the social indicators including reducing gaps in education, significant gaps and barriers to gender equality still exist: Progress in reducing maternal mortality has been slow, and women's potential economic role is only slowly being realized. Political participation of women is low at a national level, and is lowest at the district level – the level which has become the focus of decision-making since decentralization.

The overall slow progress towards gender equality has an economic cost. For example, persistent inequalities in the labor market have been estimated to cost Indonesia US\$2.4 billion each year (UNESCAP, 2007). In general terms, Indonesia now lags behind many of the countries in East Asia where progress in promoting gender equality has been more dynamic. The persistence of the barriers to gender equality, despite the obvious benefits that removing them would bring, indicates a market failure which justifies active state intervention.

The nature of the PNPM makes it arguably the most important instrument that the government has to actively remove some of the barriers to gender equality and in so doing improve the effectiveness of poverty reduction. The importance of PNPM lies in the country-wide potential to: **(a) respond to women's practical needs**: by funding, for example, water supply, health and education facilities, which help to remove practical barriers of time and capacity that constrain women's involvement in

development. **(b) increase potential for women's economic activity:** by investment in local infrastructure such as roads and bridges which help to remove some of the obstacles to women's access to markets and resources; and supporting microfinance activities which help women engage in income-generating activities and expand their businesses; and **(c) ensure women are active participants in planning and decision-making:** through the emphasis on broad-based participation that helps to break down some of the barriers to women's participation in local planning and decision-making, and ensure that their voice is heard and that they can influence the processes and decision to be more responsive to their concerns.

### Objectives

The review was undertaken to look at how gender and women's issues had been addressed in other CDD projects to understand about what worked, and why in order to help influence the PNPM design. Specific objectives of the review were:

- (i) **To review the role of women in the entire project cycle and their longer-term sustainable impact-**socialization, planning, decision-making, implementation, monitoring and maintenance.
- (ii) **To recommend ways forward for future gender programming in CDD-type programs –** Based upon lessons learned and results from this study, what can be applied to future programming for CDD?

**The focus of the mission was to look forward.** The mission identified the elements that make for successful gender integration amongst the various CDD programs and how those design features could be scaled up for incorporation into national programming.

Five projects were included in the review:

**Kecamatan Development Program (KDP):** The KDP is a Government of Indonesia program with the objective of alleviating poverty, strengthening local government and community institution, and improving local governance. It aims to achieve this through the delivery of block grants to *kecamatan*s for productive infrastructure and social and economic investments identified through a participatory planning process. KDP is a government program funded in part through the World Bank, and under implementation since 1998. The program covers 34,233 villages in over 2,000 of the poorest kecamatan in 252 kabupaten, in 30 provinces.



**Urban Poverty Project (UPP):** The objective of UPP is to provide improved services for the urban poor and strengthen community and government institutions for responsive service delivery. The objectives are achieved through the establishment of representative and accountable community organizations, making local governments responsive to the needs of the poor, and provision of funds to communities. The project began in 1999 and has been funded in part through World Bank, it covers 6,409 of the poorest villages in 238 municipalities/kabupaten, in 33 provinces.

**Neighbourhood Upgrading and Shelter Sector Project (NUSSP):** The aim of this project is to help improve the living conditions of the urban poor, who will participate in, and benefit from, improved shelter development, management, and financing processes that will increase their assets and improve their well being. Funded in part by Asian Development Bank (ADB) loan, the project began implementation in 2005 and works in 32 municipalities across Indonesia.

**Water Supply and Sanitation in Low Income Communities (WSLIC-2):** The objective of this project is to improve the health status, productivity and quality of life for low income communities. Funds are channeled direct to villages, and communities have full responsibility for managing and maintaining their water supply and sanitation service. The program works in 8 provinces covering 35 districts and 2,500 villages with funding from World Bank, AusAID, GOI, and the communities.

**Australian Community Development and Civil Society Strengthening Scheme (ACCESS):** The objectives of the project are to assist in alleviating poverty by directly supporting community empowerment and civil society strengthening in 8 districts in eastern Indonesia. Through capacity building for civil society organizations and community based organizations the project aims to enable them to more effectively support the communities they serve. A community grants program aims to improve the overall quality of life for the most traditionally marginalized. The 5 year program, which started in 2003, was funded by AusAID.

The review was undertaken by a team of 22 staff and consultants from government, project offices, and donor agencies. Workshops were undertaken for the whole team before and after the team broke into three groups and visited five provinces. A field guide was developed in the first workshop and ratings given by each team during the field visits on several indicators for each project. In addition to the fieldwork and workshops, the methodology also used document review, key informant interviews, and initial stakeholder consultations in reaching the recommendations contained herein.

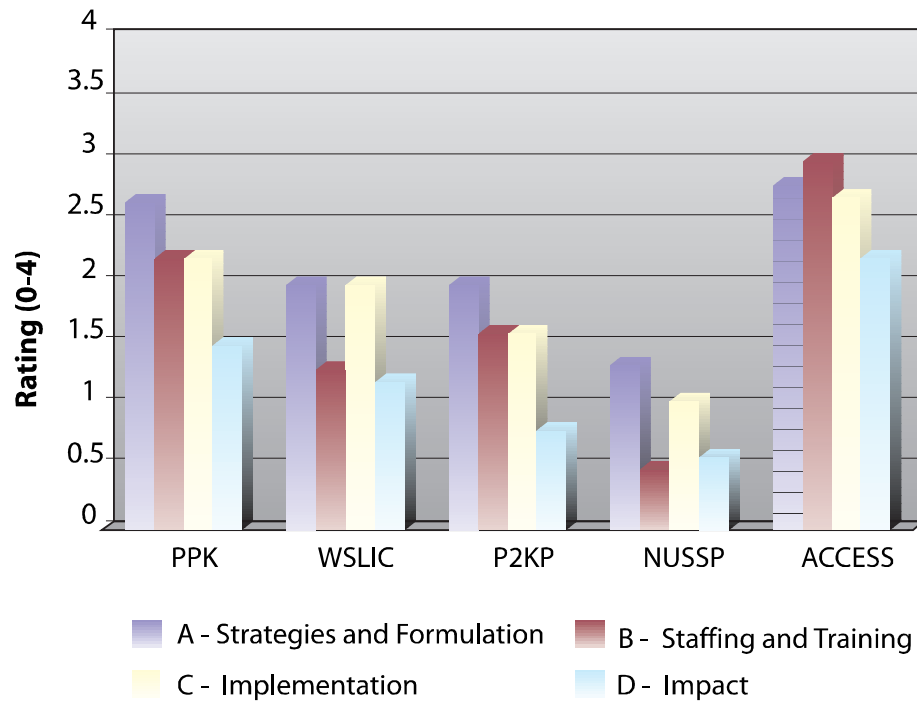
### Promoting Gender Equality in CDD: Learning from Experience

A summary of the average ratings given by the teams for each project are shown in the figure below. Four aspects of the projects were reviewed : (i) Strategies Institutions and Accountability, (ii) Project Implementation and Requirements, (iii) Staffing and Training, and (iv) Sustainability and Impact. Although the methodology used was subjective and the findings do not try to be robust in any way, there are still some interesting observations that can be made from the graph:

- Only ACCESS is rated above average on all scores, and KDP is the only other project to score above average on some ratings.
- The high scores for ACCESS reflect important differences with other projects: the area covered is much smaller and funding per district is higher, it is bi-lateral funded, and it works with local civil society organizations (CSOs).
- The most consistent relationship is between the indicator for project implementation procedures and that for impact, suggesting that prescribed procedures and monitoring have greatest influence on impact.
- The relationship with staffing and (staff) training is less consistent suggesting that even staff who are less gender sensitive, or have not received gender training can implement procedures that impact gender outcomes when required to.
- However, the ACCESS experience shows that when attention is paid to strategy, procedures, and staffing, the outcomes are much greater.
- The low scores for NUSSP may be a reflection of its recent start up compared to the other projects which have all improved their integration of gender over time.



### Summary of Average Ratings from the Field Visit



### Key Findings

#### *Strategies, Institutions and Accountability*

- Having a gender strategy articulated during project preparation is a necessary first step, but this must then be reflected in clear performance indicators against which progress can be monitored.
- When gender strategies are reflected in the government project guidelines and implementation manuals they are more likely to be implemented. Progress also needs to be monitored by including gender indicators and disaggregated data in the management information system (MIS) and reporting systems
- The cumulative effect of projects with “rules” about participation of women (whilst often donor driven), are having an impact on local Government decision makers, increasing awareness/ acknowledgement of the value of women’s participation and the need for affirmative action strategies/activities
- Even within the same government or donor agencies, the attention to gender, especially during implementation, varies

## *Project Requirements and Implementation*

### *Women's Economic Empowerment*

- *Simpan Pinjam* and economic activities in which women participate do not significantly change their economic participation and opportunities, and are rarely open for poor women.
- Where it is included, capacity building and skills development is well received and appreciated by communities. However, the links to the external providers of the training are weak and the opportunities are not being well used.

### *Women's Political Empowerment*

- Socialization is most effective at reaching women when standard prescribed requirements are combined with flexibility to adapt and innovate locally.
- Separate meetings for women are an important step towards ensuring that women's priorities are identified, however, there are still challenges to ensuring that their needs are i) identified properly, and ii) do not drop out at later stages.
- Project procedures can influence the number of women standing for selection to project implementation or decision-making teams, however they often do not appear in the same percentages in the final selection, and the higher level (from dusun to village to kecamatan) the lower the percentage of women getting through.

### *Social Empowerment*

- Separate women's proposal can ensure greater responsiveness to women's needs, but may marginalize women from a more general, mixed process.
- Sometimes the project procedures and processes seem to build on and reinforce a more traditional role of elite women and in all but the most intensively facilitated cases, poor women do not participate actively.
- The roles of both men and women at village and other levels, are defined and constrained by norms and attitudes which are shaped by various factors such as tradition, religion, state ideology on gender. Project rules and requirements can help to change these and open new opportunities for women and men.
- When the opportunity is opened, women participate actively and enthusiastically in the project and their impact on the success and sustainability of the activity is often noticeable, but there needs to be a gender balance in both voluntary and paid positions.



- Monitoring and Evaluation systems are improving the amount of data collected on women's participation though this focuses on numbers of women and there is little evaluation of changes in gender equality or impacts of women's participation.

### *Staffing and Training*

- Gender aware project staff or consultants can have a significant impact on outcomes, however, the percentage of staff and consultants who can be considered in this category is very low.
- Some projects had been more successful than others in ensuring good understanding and consistent messages about gender, women's empowerment, or the project's gender strategies from the management down.
- Although quotas and affirmative action had been somewhat effective at lower levels in ensuring some gender balance in teams, the percentage of women being recruited at higher levels, or being promoted to higher levels is still very low.
- There is no empirical evidence to show that impacts on women or gender aspects of the project are different with female facilitators, however, women in the community, and project staff and consultants agree that as role models, their impact is probably significant but unmeasured.
- Most women working as facilitators are of child-bearing age and pregnancy and childbirth are a fact of life. Projects need to take account of this in their staff conditions and in their budgets.
- Local government staff, especially those who had been involved in project activities, had a better understanding and awareness of the importance of project procedures and of training and capacity building than national government staff.

### *Sustainability and Impact*

- Women can be actively involved in Operation & Maintenance (O&M) committees and can have positive impacts on the sustainability of sub-projects.
- Ensuring that opportunities were opened up through the project for women to participate gave them the chance to demonstrate their capabilities to the community. Several cases were seen where this led to them being elected or chosen for other positions outside the project including in the village governments.
- There were several opportunities for expanding the linkages outside the projects and women's participation in these which were not exploited.

## Moving Towards a Gender Strategy for PNPM

### *Starting points for a PNPM Gender strategy*

The first step, is to achieve broad consensus on what exactly the goal for gender equality and women's empowerment should be and identify the options, opportunities and issues in integrating processes and activities in the PNPM formulation that would contribute to the empowerment of women.

The concept of women's empowerment used in the proposed strategy is aligned to the empowerment focus of PNPM which focuses on economic empowerment through job creation and income generation, and political empowerment through decision-making by communities. A third dimension – social empowerment – is added in for the gender strategy and looks at the social aspects of creating an enabling environment for women's participation.

The gender strategy for PNPM should be developed around three guiding principles:

- it should fit within the existing government policy framework for gender equality and women's empowerment (e.g. Medium Term Development Plan, Inpres on Gender Mainstreaming etc);
- it should be driven from within the country and not imposed from outside; and
- it should take as the starting point things that have already been introduced successfully in other projects or through the work of Indonesian NGOs or civil society groups.

## Strategies, Institutions, and Accountability

### *Building on Good Practice*

From previous experience two things are essential:

- A strategy with objectives goals and targets needs to be clearly articulated; and
- the gender strategy needs to be translated into project documents and guidelines.

### *Addressing Lessons Learned*

Previous experience of strategies, institutions and accountability for gender equity also shows the need for greater leadership in implementing the strategy, clearer messages from the top, and improved accountability. In this respect the following recommendations are made:



- Identify an agency, probably Menkokesra, that can take the lead and coordinate with the other agencies and civil society.
- Undertake an institutional and stakeholder mapping exercise to identify the gender equity champions to form the core group and the potential roles and responsibilities of different organizations.
- Build consensus with stakeholders around a gender equity strategy for PNPM with agreed gender equity goals, and objectives for promoting gender inclusion and equality. Several regional consultations could be organized that bring together local government and civil society. One option for the consultation process is for it to be carried out through the universities. Results from the regional workshops could be brought to a high level meeting of national stakeholders to develop the overall goals and policy for gender mainstreaming and women's empowerment in PNPM.
- Identify a simple message that can easily be understood by government staff, project implementers, and communities, and can be easily relayed and reinforced from the top to all other levels, for example:

*“Empowering women economically, politically, and socially.”*

- Nominate a team to regularly review implementation guidelines and manuals as they are prepared to ensure the gender strategy is translated into these, and that incremental costs of implementation are included in budgets.
- Improve accountability for implementing the gender strategy by preparing a supervision schedule for following up on the progress in implementation and regularly review monitoring reports or pilots relating to gender aspects to decide on changes of direction, modifications to implementation procedures, or new initiatives to be adopted.

## **Project Requirements and Implementation**

The recommendations are presented under the three empowerment pillars proposed for the PNPM gender strategy: economic empowerment, political empowerment, and social empowerment.

### ***A. Women's Economic Empowerment:***

Women have a vital role to play in the family economy and studies have shown that increasing women's income has greater impacts on family welfare than increasing men's incomes therefore there is justification for making women's economic empowerment a focus of PNPM. However, given the

findings of this and other reviews regarding the generally weak impact of the support to credit groups through CDD programs, much work needs to be done to identify an effective design that would increase the effectiveness of the activities including linking with other resources, such as the sector departments and civil society service providers of skills training.

### *Building on Good Practice*

Good practice examples of support to credit groups or *Simpan Pinjam* are few and far between but there are just three points worth noting here:

- Ensuring demand from women for support for economic activities and small savings and loans schemes is heard and considered in the decision-making;
- Where possible, linking with other resources such as training and capacity building, or with existing cooperatives, credit unions, or other providers;
- If credit is provided through the project the financial management systems, procedures, and training modules which have been developed over the years need to be further improved and adapted.

### *Addressing Lessons Learned*

However, the experience of the review team was in line with previous reviewers and evaluation results which find three issues: (i) the *simpan pinjam* groups rarely include the poor/poorest unless this was a project rule; (ii) there are no economies of scale through improved networking/collaboration between the groups; and (iii) a limited range of enterprises are financed and these largely build on women's traditional roles (cooking, sewing, kiosks) instead of opening new opportunities. In short, the CDD projects, with a few exceptions, have not been effective in reducing poverty through delivery of credit.

Moving forward, there needs to be serious consideration of whether continuing to support credit groups or *Simpan Pinjam* through PNPM is feasible. Any continuation of support will need a change of design to draw more extensively on the wealth of experience that exists in Indonesia outside of the CDD projects.

A first step should be to use the forthcoming study of credit provision and options to look more in depth at some of the issues that have been raised and to identify options for strategies to include in PNPM. Input will be provided separately into the Terms of Reference for the credit study.



## ***B. Women's Political Empowerment***

The very low participation of women in decision-making and politics at all levels is one of the key areas holding back progress towards gender equality in Indonesia. The emphasis in PNPM on participation and inclusion, and on decentralized decision-making is an opportunity that can not, and should not, be missed to work from the bottom up to address this.

### *Building on Good Practice*

Existing good practice which has been developed and proved successful in existing projects:

- Including quotas for women's participation in meetings;
- Holding separate women's meetings at key stages in planning and decision-making process;
- Including targets for women's participation in decision-making bodies;
- Opening up a range of positions on implementing and monitoring committees at community level and encouraging women's selection for these committees so that they can demonstrate their skills and capabilities.

### *Addressing Lessons Learned*

However, while this has increased participation of women in the projects, and the projects responsiveness to women, the impact outside the projects is limited. Specific issues are: (i) Selection/election processes bias against women's selection even when there are capable candidates; (ii) Women lack the confidence and experience to compete against men, or be substantively involved; (iii) The project planning process tends to be a separate process from the regular village bottom-up planning process so it is not automatic that if women participate in the project-planning they will participate in village planning; (iv) Women's participation rarely extends outside the village and is especially weak at the Kabupaten level.

These issues need to be addressed through:

- Implementing ***controlled experiments*** to identify which methods of selection give women the best opportunity. The experiments could test results, perceptions, and satisfaction of different selection methods.
- Include additional support and training to potential women leaders and candidates, either built into ***project design***, or else through a ***parallel or add-on program*** to build their confidence and increase their competitive edge. An add-on program could provide special

support to women in several areas beyond one-off training sessions including special confidence building activities, training in local governance, public speaking, etc. One possibility that might be considered in order to reach the most women throughout the country could be to partner with existing leadership groups such as PKK.

- Adapt the planning procedures adopted in **project design** to be more participatory and inclusive and bring the project planning and the village planning together. Some attempts are already being made to do this.
- PNPM will be looking at how to link the village planning process with the kabupaten level, hence there is a good opportunity to build in processes in the **project design** to bring women's participation up to *kecamatan* and *kabupaten* levels that level as well. It may take many years before women are participating fully in the formal decision-making bodies such as the DPRD or at senior government levels.

### **C. Women's Empowerment: Social**

Progress in empowering women economically and politically is constrained by norms and attitudes. This section looks at things that can be done to improve the enabling environment for women to access economic and political opportunities.

#### *Building on Good Practice*

As with the other forms of empowerment, this is not a blank sheet. Already there are good practices seen in the projects that are slowly helping to change the attitudes and norms and creating an enabling environment for women. In particular the team noted the following which had been effective and should form the basic minimum for inclusion in PNPM:

- Women staff and facilitators are role models, especially for women, and can give women the confidence to follow in their footsteps and take on challenging positions.
- Organizing meetings at times convenient for women, and encouraging them to bring their children, means that more women can attend.
- Providing space in separate women-only meetings for women to discuss issues important to them without men around gives them confidence and helps to reach consensus before facing a mixed group.
- Including specific activities in the socialization and planning that help both men and women analyze and discuss gender roles.



- Requiring women's attendance at meetings, or participation in committees or as facilitators, through quotas and targets helps to normalize this and makes it easier for women to attend other meetings and participate in other activities.

### *Addressing Lessons Learned*

However, there were still several persistent social constraints on women's participation that could be addressed through more pro-active measures, for example, (i) attitudes of male leaders in the villages limited women's involvement and kept them in their traditional roles; (ii) recruitment process, and employment procedures which do not give sufficient attention to the importance of bringing women in as project implementers. (iii) Monitoring and Evaluation (M&E) systems which focus on quantity without sufficiently identifying gaps and disparities and researching causes and solutions more; (iv) Women's traditional ("new order") role in community management which tends to encourage women in the volunteer positions, while paid positions go to men.

- Several people at local level stressed the importance of including male leaders and tokoh agama in gender training and gender analysis activities at local level to build their understanding as their support is essential for bringing about change. This can be done within a capacity building framework in the **project design**.
- More **research** is needed to better understand the different gender aspects of men and women's participation in voluntary and paid roles
- Increase the focus on **capacity building** of women and women leaders in the community so that they are better able to understand and facilitate social change, and especially with regard to becoming the agents that remove the barriers for the poorer women in the community.

## **Monitoring and Evaluation**

Monitoring and evaluation are essential to monitoring the impacts of the project as a whole as well as the effectiveness of different project rules or strategies for staffing and training. This was an aspect that could have been improved significantly in all of the projects and the size of PNPM offers an opportunity to build up understanding and knowledge on women's participation and the impact on women.

### *Building on good practice*

- Collecting quantitative information on women's participation is now incorporated into most monitoring systems.

## *Addressing Lessons Learned*

- Specific reports and studies need to be identified at the outset and incorporated into the **project design**. This should include indicators for including in regular periodic reports, as well as occasional specific analysis of the MIS databases, and studies on qualitative aspects.
- So far none of the projects have undertaken research on the impact of the projects on women or gender relations. The MIS plan in **project design** could include a baseline survey with a follow up survey two or three years into the program.
- Impact studies should also include the impact of women facilitators. Staffing and Training

## **Staffing and Training**

The quality of the staff and consultants that deliver the project has a major impact on the outcomes. The following recommendations were made with respect to staffing and training:

### *Building on good practice*

- Recruitment of women in sufficient numbers is possible when efforts are made and affirmative action is taken;
- It is easier to recruit consultants with experience of facilitation and gender than it is to train them in these things.

## *Addressing Lessons Learned*

An important message that was consistently heard was that staff and consultants, whatever their background, will respond positively when the messages from the management are strong and consistent, they have the tools and procedures, and there are incentives for them to do so. Therefore the following recommendations are made:

- The central level core group needs to “market” the gender strategy in a user friendly and positive way.
- Review HR practices in projects and prepare best practice note on recruitment procedures and employment conditions including recruitment processes and working conditions that actively encourage women to apply, be selected, and stay in the project staff and consultant teams.
- Where the project has particular challenges in recruiting women, such as for engineering positions, an **add on program** for internships should be considered.



## CHAPTER I

## INTRODUCTION

## 1.1 Background

In September 2006, in response to increasing levels of poverty in the country, the President of Indonesia announced the government's decision to implement a new policy on poverty reduction and job creation. The target is to reduce poverty to become 8 percent in 2009 from 18 percent in March 2006 and to reduce unemployment rate from 10 percent in 2006 to 5 percent in 2009 through unified community driven development and labor intensive activities in 2007, moving to just two models of community empowerment (urban and rural) in 2008 with conditional cash transfers integrated into this. Together these will make up the Program Nasional Pemberdayaan Masyarakat (PNPM) - the National Community Empowerment Program. According to a presentation in December 2006<sup>1</sup>, the basic principles of the new program are the following:

- **Pro-poor based Activities:** PNPM is an instrument of poverty reduction that will prioritize the poorest amongst the poor. Most of Community Direct Assistances (BLM) should be dedicated to the poor in the related areas (kecamatan/sub districts or villages)
- **Participatory/Inclusive:** a broad based decision making process involving community
- **Transparency/Accountability:** the community groups should practice good community governance principles
- **Semi - open Menu:** community can determine activities in their own interests except for activities on a limited negative list
- **Competitiveness and partnerships:** villages within a sub-district should compete and establish a partnership to prepare good plan and proposals in order to improve the quality of activities and to increase cost effectiveness
- **Decentralized** management and decision making process at local level as a key to successful program implementation

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<sup>1</sup> "Accelerating Poverty Reduction and Scaling-up Community Empowerment", Presentation by the Coordinating Ministry for People's Welfare at Donor Coordination Meeting, November 2006.



- **Simplicity:** no complex procedures applied
- **Community Driven Development (CDD) and Labor Intensive Activities (LIA):** by, of, and for the community
- **Increase opportunities for vulnerable groups:** the vulnerable poor groups (poor women, children's, handicapped, aged people, disaster and conflict victims/affected persons) should be given more opportunities and access to the capital resources.

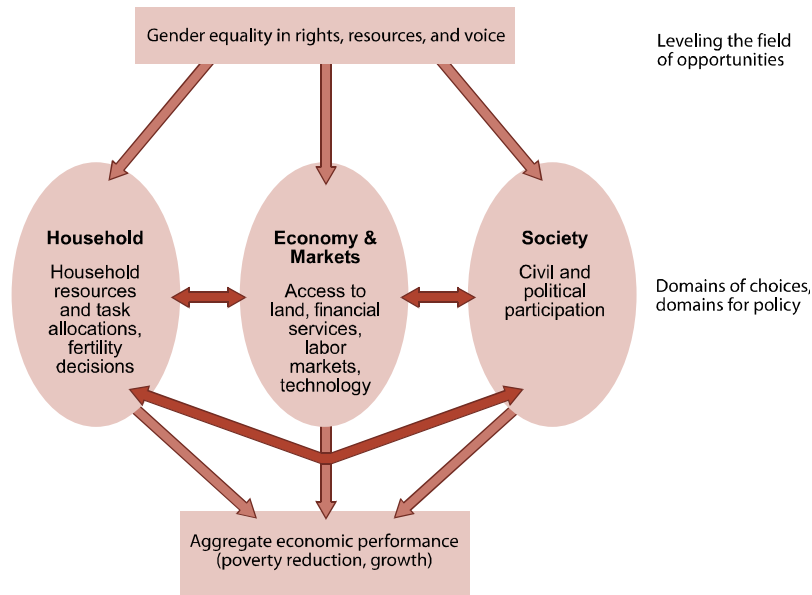
The current review was a step towards preparing a gender strategy for PNPM. The preparation of PNPM will draw heavily on the experiences of the Kecamatan Development Program (KDP) and the Urban Poverty Program (UPP) and hence a starting point for this review was to look at how gender has been addressed, and at what has and has not worked in these and other community driven development projects. Based on this recommendations will be made for the gender strategy for PNPM – a program that presents a unique opportunity to address some of the constraints to women's empowerment and through this, to increase the effectiveness of poverty reduction efforts.

## 1.2 Rationale for a focus on gender equality and empowerment of women

Ensuring equal opportunities across population groups, including between men and women is an important instrument for achieving poverty reduction and growth. (World Bank 2005). Gender equality means equal access to “opportunities that allow people to pursue a life of their own choosing and to avoid extreme deprivations in outcomes” - that is, gender equality in rights, resources, and voice (World Bank 2001; World Bank 2005;) The framework for linking the different elements of gender equality, and poverty reduction and growth is presented in Figure 1.

Figure 1.

## Gender Equality, domains of choice, and economic performance: A Framework



Source: World Bank 2007

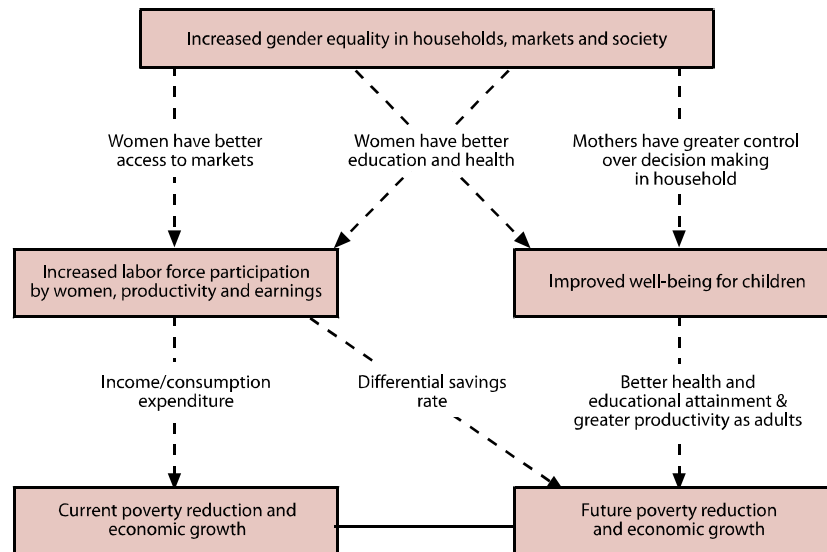
Cross country quantitative analysis typically shows links between gender equality and economic growth<sup>2</sup>. However, there are limitations. For example, it is difficult to demonstrate the direction of causality: does gender equality promote economic growth? Or does growth promote gender equality? There are probably elements of both, and hence a more nuanced analysis is needed of the pathways through which gender equality generates better outcomes in an economy. For example, how increased gender equality leads both to increases in women's earnings and improved well-being for children, which in turn leads to improved current and future poverty reduction and economic growth (Figure 2).

<sup>2</sup> For example, Abu-Ghaida and Klasen 2004 found that female education has a larger impact on growth than male education.



Figure 2.

**Women's earnings, children's well-being, and aggregate poverty reduction and economic growth.**



Source: World Bank 2007

In Indonesia, the basis for a focus on gender equality is the Constitution which provides for equal rights for men and women. Indonesia is also a signatory to Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). A focus on improving social indicators during the Suharto years resulted in significant improvements in education and saw the gender gaps in primary education all but disappear. Life expectancy and other health indicators improved for boys and girls, men and women.

However, despite this progress significant gaps and barriers to equality still exist. Progress in reducing maternal mortality has been slow, and women's potential economic role is only slowly being realized - hampered by the Marriage Law which still defines a husband's role as breadwinner and a wife's role in caring for the home and the children. Political participation of women is low at a national level, and is lowest at the district level - the level which has become the focus of decision-making since decentralization.

The overall slow progress towards gender equality has an economic cost. For example, persistent inequalities in the labor market have been estimated to cost Indonesia US\$2.4 billion each year

(UNESCAP, 2007). In general terms, Indonesia now lags behind many of the countries in East Asia where progress in promoting gender equality has been more dynamic. The rating for gender equality in the CPIA<sup>3</sup> indicators used by the International Development Agency (IDA), is a composite rating taking into account gender equality in access to human development opportunities, access to economic opportunities, and status and protection under the law. Whereas most other countries have seen increases in this rating over the last decade, Indonesia has not. This year, Vietnam, Cambodia, Philippines, Thailand, Mongolia and China all score higher than Indonesia on the gender equality indicator (Table 1).

**Table 1.**  
**Country Policy and Institutional Assessment Rating for Gender Equality**

Rating for Gender Equality	Country
5	South Korea
4.5	Vietnam, Philippines, China, Malaysia, Thailand
4	Cambodia
3.5	<b>Indonesia</b> , Lao PDR
3	Papua New Guinea

Source: World Bank staff

The persistence of the barriers to gender equality, despite the obvious benefits that removing them would bring, indicates a market failure thereby justifying state intervention. The nature of the PNPM makes it arguably the most important instrument that the government has to actively remove some of the barriers to gender equality and in so doing improve the effectiveness of poverty reduction. The importance of PNPM lies in the country-wide potential to:

- **Respond to women's practical needs:** The open menu principle can allow for activities responding to the needs of women, such as water supply, health and education facilities, to be eligible for funding, and address some of the practical barriers of time and capacity that constrain women's involvement in development.

<sup>3</sup> The Country Performance and Institutional Assessment (CPIA) indicators are a series of 16 indicators for assessing the quality of a country's policy and institutional framework. The assessments are used to guide the allocation of resources from the International Development Agency (IDA) of the World Bank.



- ***Increase potential for women's economic activity:*** Investment in local infrastructure such as roads and bridges can help to remove some of the obstacles to women's access to markets and resources, and microfinance activities can help women engage in income-generating activities and expand their businesses.
- ***Ensure women are active participants in planning and decision-making:*** The emphasis on broad-based participation can help to break down some of the barriers to women's participation in local planning and decision-making, and ensure that their voice is heard and that they can influence the processes and decision to be more responsive to their concerns.

These things will only happen through careful design based on an understanding of the constraints, and drawing on lessons learned so far. To differing degrees, the Community Driven Development (CDD) projects in Indonesia have attempted to include gender and to promote women's empowerment in their design. The review took this as the starting point to compare what has been done, and learn lessons for scaling up in the future.

### 1.3 Objectives

The overall objectives of this Gender Review and Strategy Formulation Mission are: (1) to evaluate how effective these CDD programs have been in increasing the participation of women in project and village development activities; and (2) to make recommendations for strategically integrating gender considerations into PNPM programming. The mission aimed to identify the elements that make for successful women's engagement, the design features needed to bring that to scale, and the trade-offs that might be involved. Findings will be used to inform the subsequent phases of the projects and future CDD government programming.

Specific objectives included:

- (i) **To review the role of women in the entire project cycle and their longer-term sustainable impact-** socialization, planning, decision-making, implementation, monitoring and maintenance. Has the project taken adequate measures to ensure that women are participating and benefiting fully in the project? What has been the quality of their participation? How is that participation assured and reinforced? Has there been impact in terms of women's participation in other spheres such as village/community governance, local laws and regulations and village/community representation? Are women involved in decision-making process in these spheres? What sustainable benefits have been achieved for women in these areas?

**(ii) To recommend ways forward for future gender programming in CDD-type programs –**

Based upon lessons learned and results from this study, what can be applied to future programming for CDD? What best practices can be adopted for future programs, and what are the trade-offs? Tactically, how do we approach incorporating these gender measures into future donor and government programs such as PNPM?

**The focus of the mission was to look forward.** The mission identified the elements that make for successful gender integration amongst the various CDD programs and how those design features could be scaled up for incorporation into national programming.

### 1.4 Overview of projects and their gender strategies

The projects are all considered CDD in that they are implemented at community level and have the objective of building the capacity of communities and local institutions to identify needs and priorities and manage activities to address these. Two of the projects (UPP and NUSSP) are implemented in urban areas and two (KDP, WSLIC-2) in rural areas, ACCESS is implemented in both urban and rural areas. Four of the projects operate on an open menu system, while the fifth (WSLIC-2) is a cross-sectoral project focusing on water supply and sanitation. Four projects are being implemented by government agencies, while the fifth (ACCESS) is a bilateral-funded project aiming to strengthen district level Civil Society Organizations (CSOs) to support poverty alleviation and improved gender equity. Brief summaries of the projects and their gender strategies are presented in Annex A.

#### *Kecamatan Development Project (KDP)*

The KDP is a Government of Indonesia program aimed at alleviating poverty, strengthening local government and community institution, and improving local governance. KDP began in 1998 and focuses on Indonesia's poorest rural communities emphasizing the principles of participation/inclusion, transparency, open menu, competition for funds, decentralization, and simplicity.

KDP provides block grants of approximately Rp 500 million to 1.5 billion (approximately USD 50,000 to USD 150,000) to sub-districts (kecamatan) depending upon population size. The grants are provided directly from the national level to village collective accounts at the kecamatan level. Villagers engage in a participatory planning and decision-making process to allocate these grants for their self-defined development needs and priorities; for productive infrastructure, loans to existing groups for working capital, or social investments in education and health. Each kecamatan gets three cycles of KDP1/KDP2 and two additional cycles of KDP III, which is placing greater emphasis on trying to institutionalize the KDP process at the local level in an effort to enhance sustainability. In addition, KDP provides technical



assistance through consultants and facilitators from the village to the national level, who provide technical support and training.

From 1998 to July 2006, KDP covered 34,233 of the poorest villages in 30 provinces, in 260 districts, and in 1,983 sub-districts, covering approximately 48 percent of the entire 71,011 villages in Indonesia.

### *Urban Poverty Project (UPP)*

The objective of Urban Poverty Project is to provide improved services for the urban poor and strengthen community and government institutions for responsive service delivery. This objective will be achieved through: (i) the establishment or support of representative and accountable community organizations that are able to increase the voice of the poor in public decision making; (ii) making local governments more responsive to the needs of the poor through increased cooperation with community organizations; and (iii) the provision of funds transparently to community based organizations and local governments to provide services to the urban poor.

Each participating kelurahan in UPP is allocated a grant according to the size of the population, ranging from Rp.200 million (US\$23,550) for kelurahan with less than 3000 people, to Rp.500 million (US\$58,800) for kelurahan with greater than 10,000 people. The grant finances specific sub-projects, which have to be in accordance with the Community Development Plan (CDP), and cover a range of poverty alleviation activities with an open menu (with a short negative list). CDPs generally include the following types of activities:

1. pre-identified specific investments that are a community priority by consensus (these could be a bridge, a road, school repair, health facility repair or others);
2. activities that community groups can compete for (any range of physical infrastructure to services sub-projects—the CDP should indicate clearly what priority sectors or priority groups for that community are likely to be financed);
3. microcredit loans for community groups which will form the basis of a revolving fund;
4. grant assistance to the poorest or most vulnerable individuals (this could include scholarships, home improvements, health care, etc. to specific individuals identified by communities).

The ceiling for any single sub-project per group or microcredit loan to a group (KSM) is Rp 30 million (US\$3,550 equivalent). The local government staffs, with support from facilitators at the kelurahan level, provide technical assistance (including socialization and training).

From 1999 to December 2006, UPP covered 6,409 of the poorest villages in 238 kota/ kabupaten and 33 provinces.

### *Neighborhood Upgrading and Shelter Sector Project (NUSSP)*

The goal of NUSSP is to “help improve living conditions of the urban poor, who will participate in, and benefit from, improved shelter development, management, and financing processes that will increase their assets and improve their well being.” The program started in September 2005 and works in 32 locations across Indonesia through \$88.6 million in funding from the Asian Development Bank (ADB). NUSSP purpose is to upgrade slums, improve housing, and provide new housing for the poor project participants. The Project will improve local shelter planning and provision systems to respond efficiently and in a sustainable manner to the needs of the urban poor. The scope of the Project includes (i) Component A: improvement of site planning and management systems to upgrade sites and establish new ones for the urban poor; (ii) Component B: access to shelter finance by the poor through a central financial institution and local financial institutions and their branches; (iii) Component C: upgrading of poor neighborhoods and new site development; and (iv) Component D: strengthening of sector institutions to deliver the program. NUSSP has a comprehensive gender strategy recommending gender analysis and, and with targets for women’s participation.

### *Water Supply and Sanitation in Low Income Communities (WSLIC-2)*

The goal of WSLIC-2 is “*Improved health status, productivity and quality of life for low income communities*”. The 7 year program started in mid 2001 and works in 8 provinces covering 35 districts and 2500 villages with funding from World Bank, AusAID, Government of Indonesia (GoI) and communities (US\$106.7 million). Funds are channeled directly to villages, with 20% community contributions (4 percent cash and 16 percent in kind). Communities have full responsibility for managing and maintaining their water supply and sanitation services. The project’s Gender Mainstreaming Strategy aims to: (i) promote equal participation of men and women in all stages of planning, decision-making and management of their water and sanitation services; (ii) improve women’s capacity to participate in all aspects of the project, management; (iii) ensure men and women have a voice in selecting their preferred options; and (iv) increase stakeholder understanding of the importance of women’s participation in the project. The strategy is implemented through participation targets at consultant (50 percent) and community levels (30 percent), use of a pro-poor and gender-inclusive community planning and monitoring process, gender- inclusive facilitator training modules and technical support from national gender specialists.



### *The Australian Community Development and Civil Society Strengthening Scheme (ACCESS)*

ACCESS is a 5 year program, AUD\$21 million activity which aims to assist in alleviating poverty by directly supporting community empowerment and civil society strengthening in 8 districts in eastern Indonesia. ACCESS focuses on strengthening civil society organizations, including community based organizations, through capacity building efforts to enable them to more effectively support the communities they serve. Capacity building support is provided to both local/district Civil Society Organizations (CSO) and directly to communities. The community grants program provides support for community empowerment activities which improve the over all quality of life for the most traditionally marginalized, focusing on building on existing resources and potential. Trained local CSO staff support the community assessment and planning process, with the aim of improving community capacity to undertake gender inclusive and pro poor village development. Support has been provided to implement action plans developed by the community. To date, there have been 67,299 direct beneficiaries (31,415 men, 35,884 women) of the ACCESS grants program.

At the district level, the aim is to improve capacity of district stakeholders to promote good governance. This includes strong focus on increased understanding and capacity to promote gender equity (and rights of poor). To date, there have been 1871 people involved in CSO capacity building activities (910 women, 961 men). An innovative grants program compliments the capacity building and community empowerment activities by providing opportunities to support activities outside the eight target districts that promote gender equity, poverty alleviation and/or good governance. Monitoring and evaluation tools have been developed which address changes in both social, political and economic status of beneficiaries, men and women. ACCESS has developed a practical Gender and Poverty Mainstreaming Strategy which is reviewed and updated annually.

### **1.5 Methodology**

The mission was undertaken at the end of November and early December by 22 representatives of project staff, donor agencies and government. The methodology included the following:

***Desk Review.*** Project documents and implementation guidelines and manuals from the donor agencies and from the government executing agencies were collected and reviewed. Other gender-related papers, studies and reports prepared in relation to the project were also collected and reviewed.

***Workshop and preparation field instrument.*** During the first two days of workshop in Jakarta, the team developed the field guide and data collection sheets to be used during the field visits. The

field guides covered four different aspects of gender in the projects: A. Strategy and project formulation; B. Staff and training; C. Implementation rules and practices; D. Impacts. A copy of the field work manual and the data collection sheets in English can be found in Annex B.

**Field visits and data collection:** Traveling in three separate groups the team covered five provinces and looked at five different CDD projects. More than 30 villages were visited. The villages were selected purposively by project staff often because they were of special interest in some way. Many of the villages therefore were good examples of women's participation or of project impact on women and could not be considered representative of the projects. The method of selection is justified because this was not an evaluation of the projects, but an attempt to learn the lessons from experience. The field guides were not tested prior to their use by three different teams in different provinces. However the teams kept in contact by mobile phone to maintain as much consistency in methodology as possible. Given the close involvement of many of the team members in different projects there were inevitably biases which were addressed by ensuring a good mix among the field teams of people from different projects. The close involvement of the team member in the projects has an advantage in that it brought in-depth knowledge of the challenges and successes as well as a great deal of institutional memory of the development of work on gender and women's participation.

**Table 2**  
**Field visit Summary**

Province	KDP	UPP	NUSSP	WSLIC-2	ACCESS
<b>West Sumatera</b>	Team 3			Team 3	
<b>West Java</b>		Team 2	Team 2	Team 2	
<b>East Java</b>	Team 2			Team 2	
<b>West Nusa Tenggara</b>	Team 1	Team 1			Team 1
<b>South Sulawesi</b>	Team 1	Team 1	Team 1		Team 1

**Key informant interviews:** Key informants among project government and consultant staff were interviewed at provincial and district level. The team also met with government officials from the district Departments of the Planning, and Community Development, and from local civil society groups.



**First level analysis:** While in the field, the first level of analysis was carried out by the teams using the forms provided. In order to allocate ratings the team needed to discuss their findings and reach consensus on the different aspects. They also collected quotes and case studies to support their findings as well as identifying the lessons learned. The ratings given by each of the teams is presented in Annex C.

**Analysis Workshop:** On return to Jakarta the findings of the three teams were consolidated and analyzed in a one day workshop in which the whole team participated. During the first session, at least one member of each of the field teams joined one of the project-focused groups to identify things that had worked and things that had not worked well, and the factors or constraints leading to the project-specific gender outcomes. The factors and constraints were written on cards which were then sorted into four main thematic areas and during the afternoon session the team divided into groups to discuss further the recommendations in these four areas. Results of the workshops are presented in Annex D.

**Initial stakeholder consultations:** Consultations were held to seek inputs from the Minister and staff from the State Ministry for Women's Empowerment, and some leading civil society representatives and academics. Finally, the results were presented and discussed at a workshop attended by project staff, donor agency representatives, and government staff from relevant agencies.

The report is intended initially for both government and donor stakeholders. It maps out suggestions and recommendations based on experience in similar projects and it is hoped that it will be the starting point of a broader discussion leading to the preparation of an integrated gender strategy for PNPM.

## CHAPTER 2

# Promoting Gender Equality through CDD: Learning from Experience

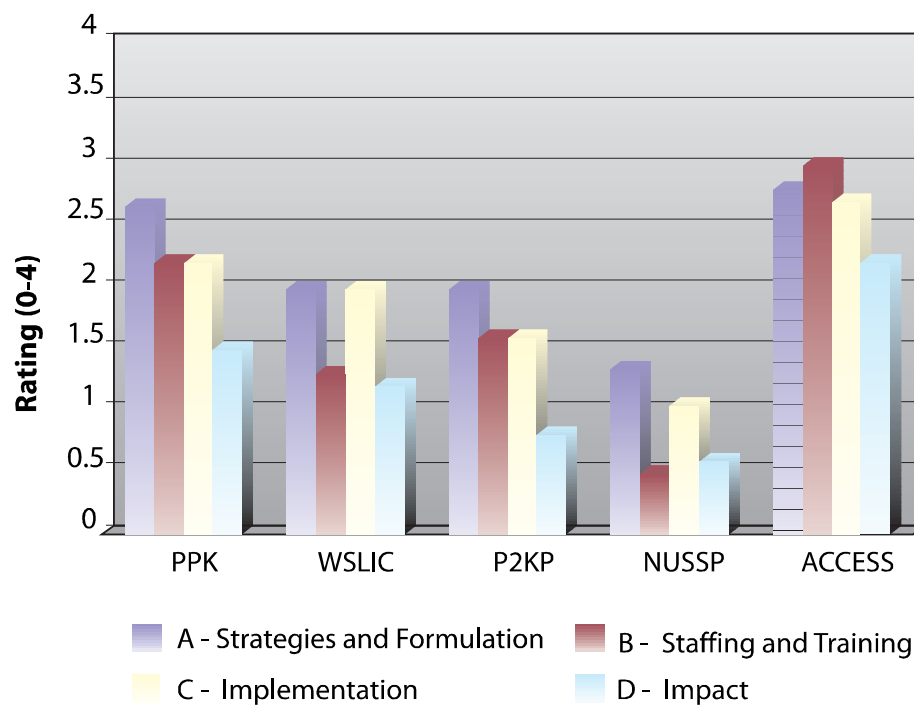
### 2.1 Overview

A substantial amount of information was collected for this review. In order to get some consistency and aggregation into the findings, and to trigger discussion, a rating system was developed. Each team gave a rating for project performance for each of the sub indicators in the four main categories: A. Strategy and Project Formulation; B. Staffing and Training; C. Project Procedures and Requirements; D. Impact. Matrices were used for the document reviews to get some comparability across the projects and these were also considered in some of the ratings. For those indicators that were rated in the field by the teams, the average ratings across the teams for each project were calculated. These findings are in no way robust and intended mainly to help provide a consistent framework from which to review and compare the different approaches taken in the projects and try to identify the important factors and constraints that lead to different outcomes. The mission was designed as a consensus building activity between a broad group of practitioners and stakeholders, rather than a rigorous analytical exercise.

The average ratings for each project in the four areas reviewed are given in Figure 3. Even taking into account all the limitations of this crude instrument, some interesting observations can be made. The first striking observation is how low the scores are overall, only ACCESS scored above average on all of the aspects, and KDP was the only other project to score above average on some of the indicators. ACCESS performs better than other projects in all areas which reflects some of the important differences between ACCESS and the other programs: it is funded through bi-lateral grant funding; it partners with local CSOs as well as government; and it is much smaller in scale than any of the other projects. Also noticeable are the lower ratings of the NUSSP which is the newest of the projects and may therefore be simply following a trend seen in the other projects whereby the gender approaches have developed over time once the major management problems encountered in establishing a new project have been overcome.

The most consistent relationship between the indicators is between the indicator for project implementation procedures and that for impact. In other words, there is indication here that the more gender is prescribed and monitored during actual implementation, the better the impacts. On the other hand the relationship with staffing and training is the weakest, with the implication that even staff that are not gender sensitive, or not given gender-related training can implement procedures affecting gender outcomes to a certain degree as long as they are clear and required. Needless to say the results are far better when there are both gender-sensitive and trained staff as well as clear procedures and indicators that are monitored. In ACCESS these things all came together and the difference in the impact compared to other projects was noticeable.

**Figure 3**  
**Summary of Average Ratings from the Field Visit**



In the rest of this chapter we present the key findings arrived at by the team during their field visits and at the workshop, and from the supporting information. The following four sections are arranged around the four themes that emerged from the workshop: (i) Strategies, Institutions, and Accountability, (ii) Project implementation and requirements; (iii) Staffing and Training; and (iv) Sustainability and impacts. These themes differed only slightly from the initial four areas identified in the first workshop.

In the final part of this section we make some project specific recommendations for improvements in each of the projects based on our review.

### 2.2 Strategies, Institutions, Accountability


In this section, we look at the preparation of the projects and at the background gender analysis and assessments carried out, and the gender strategies prepared for the projects. The review team looked at how these gender strategies had then been carried through into the project documents and implementation guidelines and manuals in terms of objectives, indicators, and procedures. In the field, the team assessed the degree to which the gender aspects of the project had been understood and internalized by project staff and implementers. The donor documents and follow through was looked at in addition to that of the government. Matrix 1 in Annex E. presents a summary of the findings for each project. The following are the main findings of the team relating to these aspects.

***Finding 1: Having a gender strategy articulated during project preparation is a necessary first step, but this must then be reflected in clear performance indicators against which progress can be monitored.***

Implications for PNPM: A well articulated gender strategy including performance indicators needs to be agreed early in preparation

All of the projects had a gender strategy presented in the donor documents relating to the project. Strategies in ACCESS, and NUSSP were more comprehensive than the Action Plans included for the three World Bank-funded projects and the WSLIC-2 strategy as described in the PAD was one of the least comprehensive. Gender sensitive social assessments had been carried out during preparation of all the projects. These social assessments were not reviewed during the mission so the quality of them cannot be commented on.

Interestingly, none of the projects had specific gender-related project objectives although all of them except NUSSP had performance indicators identified in the log frames. That NUSSP had such a comprehensive gender strategy, but this was not translated into performance indicators in the project documents is a first indicator that the strategy alone is not enough. Also, that ACCESS did not have a specific gender-related development objective, but had comprehensive performance indicators linked to the implementation of the gender strategy supports the belief that the gender strategy must be supported by clear indicators.



The quality of the gender strategies in the donor documents varied. In general, the more specific the recommendations in the gender strategies the more likely they were to be picked up later on in implementation. For example, recommending separate meetings for women at a specific point in a project cycle and quotas for women's attendance were things that were relatively easy to include in implementation manuals as opposed to recommendations such as "increase awareness of project implementers". It was most effective when indicators were linked to these – especially key performance indicators.

***Finding 2: When gender strategies are reflected in the government project guidelines and implementation manuals they are more likely to be implemented. Progress also needs to be monitored by including gender indicators and disaggregated data in the MIS and reporting systems***

Implications for PNPM: Strategies need to be carried through into project documents and implementation manuals with indicators and actions

There was a significant disconnect in several of the projects between the strategies articulated in the donor documents and the way gender or women's participation was addressed in the government's documents and/or project implementation documents.

The KDP project implementation manuals treated gender quite comprehensively and included quotas and indicators for women's participation, special activities for women, and special consideration for proposals from women. WSLIC-2 Gender Strategy (2003) focuses on village implementation and is included in the Operational Guidelines. The gender operational strategy (2005) developed in consultation with stakeholders focuses more on decision making and capacity building but is not well used by project. The UPP and NUSSP documents have been less successful in integrating the gender strategies in the implementing procedures and tend to be limited to identifying quotas for women's participation in meetings. Interestingly, three of the projects had found it necessary to produce additional manuals or guides for facilitators a year or more into the project to improve the implementation of the gender strategy. KDP facilitators and field staff got together to prepare a manual for use by facilitators and field staff with ways to increase women's participation in the project. The WSLIC-2 facilitator handbook produced after the start of the project includes targets and strategies for women's participation and UPP has recently prepared a short guide for facilitators on women's participation.

As a bi-laterally funded project, ACCESS is slightly different and the procedures are detailed in the Project Design Document. Operating Guidelines were developed and agreed upon by key stakeholders during the first quarter of implementation. The guidelines outline the approach to day to day

implementation of ACCESS, and ensure that gender issues are integrated into all processes, from basic eligibility and selection criteria for partner/grants, appraisal, and standard formats for reporting. Gender issues are also reflected in the ACCESS monitoring and evaluation framework.

The importance of having the gender strategy translated into operating procedures, guidelines and targets was stressed consistently by government and project staff and consultants placed. Some quotes collected during the mission relating to this are presented in Box 1.

### Box. 1

#### Project implementers and Government staff emphasized the importance of clearly articulating gender strategies in project

*"If it is in the manuals we could do it"* Consultant team from NUSSP, Sulawesi Selatan

*"Gender mainstreaming is confusing, we need clear operational guidelines"* Ketua Bappeda, Lombok Barat

***Finding 3. The cumulative effect of projects with "rules" about participation of women (whilst often donor driven), are having an impact on local Government decision makers, increasing awareness/acknowledgement of the value of women's participation and the need for affirmative action strategies/activities***

Implications for PNPM: This is not new, and government staff in the field are familiar with the concepts to a degree, so a more proactive approach can be taken

The cumulative effect of several projects consistently supporting gendered outcomes was seen in Lombok where ACCESS and KDP were working often in the same kabupaten, and where previous projects such as by PLAN had laid the groundwork with similar messages on gender. To some extent the same has been noted in districts where both WSLIC-2 and KDP are being implemented. At the district level, the awareness of government staff who have been exposed to the impacts of these projects, with regard to the important contributions women can make, is increasing as can be seen by some of the quotes collected in Box 2.



## Box 2

### Awareness of government staff at district level is slowly increasing

*"We now pay more attention to gender and poverty in community planning as a result of learning from our experience with ACCESS because that was the focus of the project. We had to." and "Women have lots of potential – it would be stupid not to draw on this" Ketua Bappeda, Lombok Tengah, NTB:*

*"Women are more thoughtful and can really help to move things forward. There is a lack of knowledge in regional government on gender and there are still not enough policies to support gender mainstreaming in implementation." Ketua PMD Kab Jeneponto, Sulsel.*

#### **Finding 4. Even within the same government or donor agencies, the attention to gender, especially during implementation, varies**

Implications for PNPM: A schedule for reporting on progress in implementing gender strategy could be agreed during preparation and followed up during supervision.

Three of the projects were World Bank-funded projects and all had some consideration to gender in their preparation including gender action plans. All three had also made changes during the lives of the project to strengthen implementation in some way. Some lessons – such as introducing quotas for staffing or women's participation – had been shared across the projects, however, the same degree of attention to gender during supervision, and efforts to make changes to improve women's participation was not observed in UPP as it was in WSLIC-2 and KDP. All three of these projects had made changes during their lifetimes to improve women's participation including the recent publication of a booklet for facilitators on women's participation in UPP and more coaching/mentoring for WSLIC-2 community facilitators. Although a full review of Aide Memoires from the supervision missions was not carried out, it was apparent that there was less consistency in how gender was followed up in supervision missions. Staff recalled that in KDP most ToRs for supervision missions included specific attention to gender, in WSLIC-2 at least one in-depth review had been carried out, while in UPP there had been little specific attention during supervision.

UPP (World Bank- funded) and NUSSP (ADB-funded) were being implemented by the same implementing agency in the Ministry of Settlements and Regional Infrastructure (*Kimpraswil*). It was interesting that although the projects were similar the same consistency was not applied across them even at the district level where the same people were involved and even where NUSSP was following on from UPP in the same kelurahan. On one hand it demonstrated a lack of internalization of gender in the department, on the other hand accepting that this kind of internalization of gender issues will

take time, it demonstrates the need to consistent requirements across projects to make sure things get done.

In comparing across the agencies, AusAID required more reporting on gender outcomes throughout the life of the project. ACCESS had also made several changes over the life of the project to increase the gender-sensitivity and improve gender-related indicators and participatory monitoring and evaluation tools. ADB had more analysis upfront with a more comprehensive strategy than the World Bank-funded projects, however there was little attention to following this through during implementation.

### 2.3 Project Requirements and Implementation

This section is based on the team's review of how the project was actually implemented in the field. We looked at the extent to which gender strategies, and the procedures relating to gender in the manuals, had actually been implemented, and at the results and impacts of the different project rules and procedures for engaging women in the project. For continuity purposes, the findings are arranged around the three pillars of empowerment that we later identify in the proposed strategy. A summary of the results for each project are in Matrix 2 in Annex E.

#### *Economic Empowerment*

***Finding 5. Simpan Pinjam and economic activities in which women participate do not significantly change their economic participation and opportunities, and are rarely open for poor women.***

Implications for PNPM: Credit for women is much needed and appreciated, but should be linked to other resources (training, extension, financial institutions) to for more effective poverty reduction outcomes.

Apart from WSLIC-2, communities had chosen to invest some part of the community grants either into savings and loan schemes (*Simpan Pinjam*), or into some kind of revolving funds to support economic activities in which women were either the sole beneficiaries or strongly encouraged. The modality of funding varied significantly between the projects. The demand for these kind of activities is very high (Box 3).



### Box 3

#### Demand from women for credit is far greater than supply

*“Only one group in my dusun was eligible to borrow from PPK because of the one year rule. If it was not for that there would have been at least 5 groups.... All the women wanted to be included!”*  
Woman in Lombok Tengah ACCESS/KDP village

In KDP, UPP and NUSSP a specific percentage of the grant was identified as the maximum that could be used for these activities. Also, KDP, UPP, and NUSSP all required that groups who borrowed should have been formed and engaged in economic activities at least a year prior to the project starting, no requirement was made to involve the poorest households. In KDP existing *Simpan Pinjam* groups that requested it were given grants to increase the amount that they were revolving to their members. In UPP and NUSSP the loans were made to self help groups from the financial management unit (UPK) of the BKM and repayments were made to the UPK for lending to another group.

Two issues with these funds were noted by the teams: the first is the low participation of women from the poorer households in the village in these activities. Several stories were heard of poor women who wanted to be included but could not be. The requirement that groups should have been established for at least a year, and in the case of UPP and NUSSP, – already have a small business – biased the selection of beneficiaries towards the better off. Existing *Simpan Pinjam* groups are often associated with the PKK and the middle to elite women in the village. Apart from the one year rule, the middle elite women are also wary of the increased risk of including poor women in the groups. ACCESS procedures attempt to address this issue by using social mapping to help determine eligible beneficiaries. Middle/elite people can help manage and support the groups but cannot be beneficiaries.

The second issue is that the activities in which the groups were engaging were limited and rarely managing to change the overall economy of the family. More usually, the activities were very small scale and enabled women to manage their household expenses better, or invest in very low return activities. The deeply engrained heavy emphasis by government, PKK, and facilitators, on activities linked to women’s traditional role, such as cakes and snacks, or sewing, limits the opening of new opportunities for women which could more effectively lift families out of poverty.

In the cases where success was seen the activity supported a more economically viable activity (Box 4). In Lombok, several successful ventures in goat-raising were seen in ACCESS supported villages where the numbers of goats being kept had increased substantially to provide significant economic improvements. In this case, the families had been given the confidence to increase their herds substantially by the presence of a CSO who managed also to develop the links with *Dinas Peternakan*

(Department of Agriculture district livestock office) and involve them early in the activity. *Dinas Peternakan* had provided several trainings and significant support. This was one of the few cases seen where a local *Dinas* had provided really useful and demand driven service to the community.

### Box 4


#### In a few cases *Simpan Pinjam Perempuan* can increase incomes successfully

Kelompok Tani Usaha Ibu in Paninjauan Tengah was awarded the best *simpan-pinjam* group in 2005 by UPK Kecamatan X Koto Diatas, Solok District. What is so special about this group? For a starter, the group was funded by 8 women, all of them worked as farm labors and all are widows. As a group, they managed to compete with other women's groups and received a Rp 1 million,- loan through KDP's *Simpan Pinjam Perempuan*. That money was used to buy a set of harvesting equipment: 1 lumbo and 2 tongkang. The group came up with this idea because as farm labors, they realized that there is high demand for this set of equipment during harvest season. The harvesting equipment was then lent out for a fee of 4 liters of rice per day. Out of this fee, they saved 200 liters of rice which the group used to purchase a second set of equipment. "We bought the second set as an investment. Besides, at some point, we do need to renew the equipment," the group leader explained. So, what's in it for the group members then? "For one thing, members of the group can use the equipment free of charge. We also managed to buy a set of dinner plates and the group's uniform for each of our member," the treasurer said proudly. For every harvest, the group's member usually need to use the harvest equipment for 2 days. There are 2 harvests within a year, so this means that members managed to save 16 liters of rice.

The group has now grown to 15 members which includes traders (selling cookies-cakes, drinks, food) and not all are widows. They received a second loan from KDP for an amount of Rp 5 million,-. Some of the members used this money to buy ducklings or chicks which they raised. They then sell the eggs to earn additional income. A member may have up to five dozens ducks. The income that they get from selling the eggs is around Rp 16,000,- a day. Compared to farm work which only pays Rp 10,000,- a day, selling duck eggs provides these women with better livelihood.

***Finding 6. Where it is included, capacity building and skills development is well received and appreciated by communities. However, the links to the external providers of the training are weak and the opportunities are not being well used.***

Implications for PNPM: PNPM needs a strategy for demand-driven capacity building – especially for women - that links with capacity building activities of sector departments and ensures efficient use of resources.



Both ACCESS and the urban projects offered opportunities through which communities could identify the skills training they needed and arrange for the training to be provided. This kind of skills training was in high demand from the villagers the team met with. In the urban projects, incentives provided to the *Dinas*' that provided the training, including expenses and in the case of NUSSP, an honorarium. ACCESS generally relied on building links with the *Dinas* during the village appraisal process, and encouraging the training be provided without incentives or expenses provided, however, sometimes transport costs are paid.

The *Dinas* offices, for example of agriculture, manpower, or trade, all have their own budgets to provide training and extension services. However, the schedule of training they provide is often prepared based on factors other than the demand from the community. An issue arises when a community requests specific training as to whether it should be provided out of the *Dinas* own budget for capacity building activities, or paid for by the community. Also, the skills training provided by the *Dinas*' tended to be gender segregated – women received training in cake-making and sewing, and men in mechanics or carpentry. Only the case mentioned previously of the training in goat-raising was for both men and women. More work needs to be done to develop procedures that would first allow the *Dinas* to prepare a broader range of resources, and second allow them to be more demand responsive to community needs.

It is also worth noting that the urban projects required a certain percentage of the community sub-grants be spent on social activities and training was included within this. However, in KDP, where there was no such requirement, training was rarely selected for funding although anecdotal indications that women proposed training more often than men but these proposals were rejected – perhaps because there would be far fewer beneficiaries of training activities, than say, water supply or roads projects, and therefore the selection criteria were against it.

In general, communities are not yet empowered to think about their own training needs and to demand programs. ACCESS is the exception and additional funds are set aside to support capacity building activities identified during implementation that are additional to those already included in the community development plan. These funds could be used, for example, to cover study tours, peer visits to other villages, workshops etc.

All projects also had some technical training for communities to build the skills necessary to implement the project activity for example construction, health (WSLIC-2), financial management, and group management. ACCESS was the only project to include training, for example in gender equity or women's empowerment, and special courses in women's leadership.

In general, women – and to a lesser extent men – stated their appreciation for any training they had received (Box 5).

### Box 5

#### Training and capacity building were much appreciated by the community

In one of the ACCESS villages a woman said that even though she only had primary school educations, once she had training from the project she felt like she had a university degree! It was “..more useful than money” according to her.

### Political Empowerment

#### **Finding 7. Socialization is most effective at reaching women when standard prescribed requirements are combined with flexibility to adapt and innovate locally**

Implications for PNPM: Set the rules for women’s engagement and also encourage and reward innovation

Several projects had included quotas for women’s participation at initial socialization meetings, others included specific guidance to facilitators to identify times and locations that were conducive to women’s participation. Socialization materials for most projects showed women participating and there was generally a degree of acceptance that women needed to have access to information about the project. However, several project staff also noted the practical challenges and constraints to doing this. Some interesting cases were heard where project staff or facilitators had innovated and developed their own techniques for including more women (Box 6).

More attention needs to be paid to the content of the socialization, ensuring that issues of gender inequity are discussed, and that key stakeholders understand and agree from the commencement on the focus on promoting participation of women in planning and decision-making.



## Box 6

### Local initiatives complement project rules in encouraging active participation of women

In an ACCESS supported community in Lombok, a local male community facilitator explained how, at the time of socialization, he went knocking door to door and asked to speak to male head of the household in each hamlet within the village (starting at the house of the local *tokoh Masyarakat*). The facilitator explained to each man the importance of allowing women within the household to attend meetings etc. While it was time consuming, it resulted in very high attendance of women at initial meetings, and active involvement of women in design and implementation.

The KDP team ran a competition one year to collect the most innovative ways for getting women actively involved. Entries included the following:

- In Gorontalo, shy women were identified using a game. A speaking competition was then held for these women. Because active women were excluded from the competition, these ladies were not as shy to express themselves. As a result, many of these shy ladies were later voted to be leaders in their village.
- In Bekasi, West Java, a double training was conducted to instill gender awareness for both men and women. The women were given assertiveness training, so they could be more confident in voicing their opinion. The men were given transformative leadership training which made them understand more of women's needs and interests.
- In Magelang, Central Java, women were given training about materials needed for road and building construction. With this knowledge, women are now able to be actively involved in the construction supervision team.

***Finding 8. Separate meetings for women are an important step towards ensuring that women's priorities are identified, however, there are still challenges to ensuring that their needs are i) identified properly, and ii) do not drop out at later stages.***

Implications for PNPM: Separate meetings for women need to be included in the project cycle and could include help with identifying needs, and training in lobbying.

KDP and ACCESS require separate meetings for women as part of the project cycle, the other projects all recommend them if needed. Women unanimously agreed that they were useful, moreover, no men questioned the need for separate meetings – on the contrary, most men acknowledged the need for and were very supportive of separate meetings (Box 7). Of all the interventions facilitating women's

participation this was the most generally accepted and least questioned one. Given this finding it was interesting that neither UPP nor NUSSP systematically included this in the project cycles although women in these project areas welcomed the idea.

It was noted that these separate meetings, should not just focus on women preparing “shopping list” of possible activities. More attention should be paid to empowering women, improving knowledge and self confidence, to allow them to participate actively in “mixed” meetings (need for improving skills of facilitators in this area.

### Box 7

#### Separate meetings for women are very much appreciated

When asked if the meetings were useful one group responded loudly that they were “*more than useful!*” another group said they were “*more collusive!*” Meeting with villagers in KDP Kecamatan, Lombok Tengah


*“We had never been invited to attend village meetings, so never brave enough to attend. Its good to have separate meetings of men and women, because we are confident to talk amongst women, but not yet with men”* Meeting with villagers in ACCESS village, Jeneponto, Sulawesi Selatan

*“Separate women’s meetings, and support from the LSM, have made me more confident, I am now able to talk in mixed group meetings”* Female villager in Jeneponto, now head of dusun water management team

***Finding 9. Project procedures can influence the number of women standing for selection to project implementation or decision-making teams, however they often do not appear in the same percentages in the final selection, and at higher levels (from dusun to village to kecamatan)***

Implications for PNPM: Careful consideration needs to be paid to the selection process with procedures identified to level the playing field

All of the projects offered a range of positions in decision-making bodies or implementing committees in which women were eligible to participate, the degree to which they did so was influenced by several things including local norms and attitudes, previous experience and self confidence, project rules or requirements, and the procedures through which the selection process took place. It should be acknowledged outright, that the playing field is not level in selection processes and different project rules level the playing field in different ways.



All projects that worked through community selected village facilitators had placed a requirement for an equal number of men and women to be selected. In this case, men compete against men in the selection process, and women compete against women. The playing field is level and there is no controversy. Wherever this kind of selection process had been used it had been fully accepted and implemented.

The number of women selected for positions to implementation, or decision-making, committees can be influenced by project rules, for example, in the selection of the representatives to go to the sub-district meetings in KDP, project rules require that 3 of 6 are women. WSLIC-2 has a target of minimum 30 percent women on village implementation and village management committees. Each *dusun* identifies candidates for village election, however, while there is gender balance in the number of candidates put forward, usually more men than women are elected. Despite this, the 30 percent target is usually met.

When there are no particular rules and the process is open to all – or a “value-based” election process, - such as for the *kelurahan* decision-making committees (BKM) in the UPP, the playing field is not level. Nationally, although women make up 49 percent of the voters selecting the Community Representatives from the unit level, only 19 percent of the representatives put forward are women, and only 16 percent of the representatives selected to sit on the BKM are women. In Nusa Tenggara Barat (NTB), this was even more marked as almost 50 percent of the Community Representative candidates at the unit level were women. However, in the final selection or election process the percentage drops substantially, resulting in NTB in less than 10 percent participation of women in the selected BKM. Elsewhere the mission was told that the requirement for senior high school education had eliminated many of the women. There was also evidence of preference among both men and women to vote for men for decision-making positions.

A separate issue is that when women are elected to committees the roles they take on tend to be limited and a high percentage become secretaries or the treasurers while men are predominantly the leaders.

### *Social Empowerment*

***Finding 10. Separate women’s proposal can ensure greater responsiveness to women’s needs, but may marginalize women from a more general, mixed process.***


Implications for PNPM: It seems that a special channel for women’s proposals, by selection in the women only meetings, is still necessary to ensure responsiveness to needs that women themselves have identified - as long as, women are also strongly encouraged to participate in the preparation and participation of mixed proposals;

KDP is the only project with a rule that one of the two proposals from a village must come from women's groups while the other one can come from a men's group, or a mixed groups of all the villagers. Selection of the women's proposal to be sent to the *kecamatan* level is done at a woman only meeting, while selection of which of the mixed, or men's proposals goes forward is carried out at a mixed village meeting. A concern regarding the requirement for women only proposals is that it may marginalize them from the mixed group process and the mixed selection process. As the women's proposal is usually smaller than the men's this may marginalize them from the "main" process and actually achieve the opposite of what is intended. Also, there is concern that when it reaches the sub-district level, it is the men's proposals rather than the women's that are more likely to be selected.

Two reports have been written which specifically look at differences between the women's proposal and the mixed proposals (Wong, 2002, and Olken, 2006). Using the MIS data from the first three years of KDP, Wong finds the following:

- In the first three years of KDP the break down of the 24,360 proposals prepared was: 27 percent from women's groups, 41 percent from men's groups, and 32 percent from mixed groups.
- Women's groups overwhelmingly proposed economic activities (74 percent) versus infrastructure (26 percent).
- On average proposed activities from men's groups were greater in value by 16 percent compared to those from women's groups.
- In the selection process, 69 percent of women's proposal, compared to 71 percent of men's and 80 percent of mixed proposals were selected for funding. Infrastructure proposals from men were consistently more successful than infrastructure proposals from women's groups. Project staff gave an opinion that this was because men were better at lobbying for their proposal than women were.

Among the reasons for the high number of economic activities proposed, Wong suggests that women have direct experience with loan programs (*simpan pinjam*), that the majority of small businesses in the village are run by women, and also that the facilitators might present a bias of economic activities for women and infrastructure for men.



By the time Olken carried out research in KDP villages in 2006<sup>4</sup>, economic activities were no longer considered eligible activities except for women's *Simpan Pinjam* activities in selected locations because of problems found in managing these activities. The research found that using referenda to select projects instead of meetings found there was no impact on the type or location of the general project, but that there was an impact on both the type and location of the women's project.

Whatever the method of selection, the general project selected was more likely to be a road or a bridge than the women's project selected (64 percent general proposals compared to 35 percent of women's proposal), whereas the women's project was more likely to be drinking water supply system (27 percent versus 8 percent of general proposals). This mirrored very closely the preferences of men and women in the household survey where 64 percent of men and 38 percent of women preferred a road or bridge, while 23 percent of women and 3 percent of men preferred drinking water projects. On one hand this indicates that the women's proposal really does reflect women's preferences, on the other hand, it also indicates that the general proposal reflects men's preferences. What we do not know from this experiment is whether the general proposal would be more likely to reflect women's needs if there was not a separate proposal from women.

In principle, a referenda selection process gives women greater opportunity to participate in the selection. Men vote once in the referenda at the mixed meetings, while women vote twice – at both the women only, and at the mixed meetings. In selecting the general project, there was no difference in the type of project selected between the two methods indicating that even when women participate freely in voting<sup>5</sup>, they are more likely to vote for men's preferences, perhaps because they have already had the chance to vote for their own choice in the women's meetings. However, there were differences in the selection of the women's project depending on the method of selection. When referenda were used, women were more likely to choose roads/bridges, or water/sanitation project, and significantly less likely to choose irrigation projects than when women's proposals were selected in the women's meeting<sup>6</sup>.

Also, when considering the location of the selected sub-project, Olken finds that the method of selection has no influence on whether a general project is located in poorer or wealthier hamlets. However,

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<sup>4</sup> The research compared different methods of selecting proposals at village level to go onto the Kecamatan. Selection by referenda was introduced in a percentage of villages and compared to the normal process of selection during a meeting. The research used household surveys, as well as detailed information on the type of proposals and their locations in the village to assess the impact of the different selection processes.

<sup>5</sup> 94% of adults who had registered to vote in the previous election in the village participated.

<sup>6</sup> "other" proposals, including health and education activities, were not included in the analysis and no information is given about them in the report.

women's proposals selected by referenda, are more likely to be in poorer dusun than when selected in the women-only meetings.


***Finding 11. Sometimes the project procedures and processes seem to build on and reinforce a more traditional role of elite women and in all but the most intensively facilitated cases, poor women do not participate actively.***

Implications for PNP: Capacity building or project procedures need ensure poor women's participation better, and also enhance the role of elite women so that they can help to empower the poor women.

The urban projects recruited community volunteers to help with the socialization and implementation of the project. Interestingly, there was often a high percentage of women among the volunteers in certain locations (although overall less than 25 percent of the volunteers were women). In part this was due to the emphasis on the "voluntary" nature of the position, and the historical presence of women volunteers in the villages linked with the implementation of *PKK* (Family Welfare Program) activities such as running the *Posyandu*. Although a high percentage of men volunteered, there were several stories in the field of how they dropped out as the position was not compensated position and they were "too busy". Project implementers felt that over time the active volunteers often tended to be the elite women from the *PKK*. In this way the project rules reinforced a more traditional role for women in the village, and brought to the fore the more elite women, most of whom were housewives and therefore not from the poorest families. The extent to which this created a level of exclusion for other women – working women, young women, or poor women – is not clear and would require further work.

These elite women took the role of identifying the beneficiaries for the social grants – scholarships, grants for the elderly, or home improvement grants – while the beneficiaries themselves were not necessarily encouraged to participate meaningfully for example in identifying their needs (Box 8). The role of elite women should not be seen only in a negative light - elite *PKK* women have the capacity to support the health promotion activities of *WSLIC-2* since it fits with their existing programs. However, it does point to the need for more awareness among these women of gender empowerment and participatory approaches to promote women's voice in decision making.

*WSLIC-2* Methodology for Participatory Assessment (MPA) was developed in order to encourage poor women to participate in planning and in *ACCESS*, as a condition for funding, the activity beneficiaries must necessarily be the community identified as poor, clearly defining numbers of men and women.



Middle class generally young women (and men) are often involved with poor representatives in community management/ implementation teams, which are often voluntary positions. It is interesting to note that their involvement has had positive benefits in terms of having literate/elite “on side” and able to advocate the involvement of marginalized people at community meetings.

These examples demonstrate that gender-related activities need to focus not only on the men/women differences, but also to look at the differences and constraints between women<sup>7</sup>. The elite women often have advantages as women’s representatives which could be enhanced considerably if they were encouraged to help promote and support other women with less advantage.

### Box 8

#### Poor women do not necessarily get to decide what they most need

In one village in South Sulawesi, the BKM, which had many elite women in it, had been through a process of identifying the poorest households in the village, and then proposing the social programs that might benefit them. They decided on improvements to housing conditions by providing toilets in the poorest households. One woman, who came from one of the poorest households in the village that had received the toilet, said that the toilet was fine but she had not asked for it. What she really needed was access to credit however, when she asked if she could join a credit group, she was told that she was not eligible because she had already received the toilet from the project.

***Finding 12. The roles of both men and women at village and other levels, are defined and constrained by norms and attitudes which are shaped by various factors such as tradition, religion, state ideology on gender. Project rules and requirements can help to change these and open new opportunities for women and men.***

Implications for PNPM: Open many positions at village level and set target for women’s participation in these. Provide extra support to women in committees so that they will succeed and prove themselves.

Gender roles ascribed by norms and attitudes exist at all levels but arguably strongest at the village level. They are influenced by various factors such as traditions, religion, and state ideology. Other factors such as TV and media can trigger changes in these attitudes. Project rules and requirements can also be a factor in bringing about change which then becomes then becomes normalized. Women’s

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<sup>7</sup> In the case of men, while age and wealth might impact on relations these tend to be less linked to gender stereo-types than in the case of women.

participation is a specific case in question where project rules can change the norms and expectations about women's attendance at, and participation in, meetings. Simply requiring that a specific percentage of participants are women alters the norms and is an important first step if not an end in itself.

However, once at the meeting, altering the quality of women's participation is a much harder challenge to overcome. Women's lack of confidence and inexperience in speaking out at meetings is compounded often by the presence of their own husbands, fathers or sons, thereby threatening the often delicate status quo of relationships within the home and family, as well as in the community. Moreover, if women attend, but do not participate, it risks perpetuating stereo-types of women being unable or unwilling to participate.

Changes take place one woman or family at a time, and many things in the projects can help. Some things are simple and require no additional budgets such as the presence of women facilitators or project staff who act as role models, or the opening of various project-related community positions and encouraging women to take these opportunities to show what they are capable of. Each of the projects has to some extent incorporated these actions though the degree to which they are actualized varies from low in NUSSP, to more effort in KDP and with the greatest attention being paid in ACCESS. One thing is clear – the more attention paid to these aspects the better the gender-related impacts of the projects.

It takes more concerted efforts and training, with associated budgets, to introduce community analysis of gender roles, or special training for men and women to understand gender constraints. WSLIC-2 has a comprehensive process of mapping village conditions including gender roles which tries to involve poor women as well, however, good facilitation is needed to achieve the most from these activities and their impact is reduced by lack of investment in facilitator training<sup>8</sup>. In ACCESS the process is in depth and the facilitators are competent and well trained thanks to a substantial investment in capacity building of local CSOs. The difference in outcomes was noticeable although even here, the challenge of overcoming some persistent stereo-types is illustrated in Box 9.

Several people also emphasized the role village leaders play in creating (or limiting) the enabling environment for women's participation and the position they are in to help bring about changes.

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<sup>8</sup> KDP, UPP, and NUSSP also include social mapping and village mapping activities though these are simpler and less in depth than in WSLIC-2.



## Box 9

### Changing gender roles and norms is a slow process but project rules can help

“My parents were worried when I stood for election to the project implementing committee because I was the only woman. I wanted to because I had finished SMA and was unemployed, I did not know what to do next and I thought this might teach me new things. It was my own decision to stand I thought there is no harm in just trying. We had a woman facilitator and she encouraged me. Now my parents are very proud of me, they never knew what I was capable of before.”

Young women on the implementing committee in KDP village

“We know it is wrong that the women have to go and fetch the water so that the men can wash. They do all the work, we just enjoy. My wife still does this for me and I want to change it. If I go and collect the water people will laugh at me, but they will also think less of my wife and think that she is not doing her duty well, and I do not want her to feel that. We still don’t know how to change it.”

Young man in ACCESS village after undertaking gender roles activities

***Finding 13. When the opportunity is opened, women participate actively and enthusiastically in the project and their impact on the success and sustainability of the activity is often noticeable, but there needs to be a gender balance in both voluntary and paid positions.***

Implications for PNPM: Project rules should encourage women in all community committees and positions and provide additional support to them.

All of the projects had opened opportunities for women to participate either as village facilitators, on planning, implementation, or monitoring teams, in construction as well as beneficiaries. There were a variety of rules and procedures to encourage or ensure women’s participation and varying impacts (discussed in section 2.5). Several issues were noted which demonstrated the complexity of gender relations and the minefield of promoting gender equality.

The first issue is whether women are more inclined to fill voluntary positions than men, and what the impact of this is on moving toward greater gender equality. While volunteerism should be encouraged, the important thing is to ensure a diversity of views in decision-making, including from young women, or working women, and efforts made to encourage this.

Interestingly, in several of the villages visited (UPP and ACCESS) – villagers noted that for the activities like social mapping which required time and patience, the men got bored and drifted away before the women did, meaning that women tended to be the substantial contributors to these.

Whether or not the positions are paid, there is a difference in the types of jobs for which women are selected and which tend to build on traditional roles of women, and those for which men are selected. For example, while WSLIC-2 technical units of the management committees (Badan Pengelola) are usually men, the health units are mostly women. Exceptions to this, where women were the head of the management committees were however seen, and have performed well. Financial unit heads are mostly men, although women are often treasurer. KDP requires a certain number of the positions on implementation and monitoring teams be held by women, and women are most often selected as the treasurer or the secretary, however, a few women become involved in monitoring of procurement and construction. In UPP while 51 percent of the financial management unit members were women, only 11 percent of the infrastructure management units were members. There still needs to be greater encouragement of women's selection to a greater diversity of positions

Throughout the country there are now a growing number of women who have been trained by one or other project as village facilitators. They often receive some sort of remuneration and the facilitators are not necessarily selected from the elite women. Young women in particular seem to get involved as facilitators and it is worth investigating why they are selected, how this helps them to access more opportunities afterwards, and whether the position can be enhanced through better training and accreditation to open further career opportunities.

A huge number of positions are also opened to laborers working on construction of sub projects. There is a wide variation between villages as to whether women participate as laborers or not. More research into the project databases would need to be done to assess whether over time more women are working on the projects. Also, whether paying the laborers makes the jobs more attractive to men and therefore less open for women (Box 10). It should also be noted that project rules allowing payments to laborers, while achieving the objective of providing incomes to poor villagers at periods of low incomes, can raise expectations which then impacts projects requiring all labor as voluntary contributions from the villagers. This however, is a more general issue.

Three issues are raised here requiring careful consideration in the future:

- Can the position of village facilitator – and other project positions - be enhanced to offer career opportunities for the women, (as well as the men)?

- What combination of paid and voluntary work helps to promote gender equality rather than reinforcing traditional roles and differences?
- Are there missed opportunities in the project positions for building new and different skills and roles for women?
- Should more affirmative actions be taken, such as providing additional capacity building for women, to encourage their greater participation in a greater variety of roles?

### Box 10

#### When work is not worthy of pay

In one village carrying rocks or sand back from the river was not considered a paid job according to the men, the women went to the river every day anyway to do washing and to bathe, so to bring back the rocks and sand on their way back was not extra work for them and they did not need to be paid. However, when the men laid the rocks and sand to make the road, it was an additional activity and was therefore paid.

***Finding 14. Monitoring and Evaluation systems are improving the amount of data collected on women's participation though this focuses on numbers of women and there is little evaluation of changes in gender equality or impacts of women's participation***

Implications for PNPM: Specific monitoring indicators need to be included in MIS. PNPM also provides an excellent opportunity for carefully designed and in depth research which would contribute significantly to a better understanding of the links between gender and poverty reduction.

All of the projects collect some sex-disaggregated data although the type of data varies. There have also been efforts made in KDP, ACCESS and WSLIC-2 to undertake some analysis and carry out specially designed assessments and studies to try to tease out the impact of women's participation on decision-making, or on project outcomes, and the impacts of different design features on women's participation<sup>9</sup>. A common quandary is that intuitive opinions from the field are rarely backed up by quantitative

<sup>9</sup> See for example: Wong, S. 2002, *Do women make any difference?* KDP1 Gender Data Analysis, Olken, B. 2006, *Political Institutions and Local Public Goods: Evidence from a Field Experiment in Indonesia*, World Bank (Draft) Mukherjee, N. et al, 2003, *Linking Sustainability with Demand, Gender, and Poverty: A study in community-managed water supply projects in 15 countries*. World Bank Water and Sanitation Program

analysis. For example, in her analysis of gender in KDP using monitoring data from the first three years, Wong finds that the sex of the facilitator has no impact on either the participation of women, nor on the types of projects chosen by women, men, or mixed groups. One problem is the range of external variables that may influence gender behaviors at the local level, for example, the sex or attitude of village leaders, distance to or timing of decision-making meetings etc.

WSLIC-2 MPA provides for a gender inclusive sustainability monitoring during and after construction but data is not used for analysis and planning at local or central levels. ACCESS Community Development Snapshot, has six-monthly participatory monitoring tool to monitor social/political aspects focusing on who is participating and making decisions during implementation. Different sessions are held with men and women, and then joint sessions to discuss findings, develop strategies to improve gender equity. ACCESS has also developed a participatory impact evaluation tool with data collected in separate men and women's meetings.

More often the role or participation of women in projects, or the impact of the projects on them, is reviewed through case studies.


An important question now would be to identify which types of monitoring data have been used and are most effective, either in changing opinions, or else in helping to identify most effective project procedures. Certainly, the kind of carefully designed research of the impact of different project rules, such as carried out by Olken, is extremely valuable for project design, but also contributes to a broader global understanding of gender.

### 2.4 Staffing and Training

In this section, we looked at the kind of understanding and awareness project staff and consultants had of gender, and of the gender strategies in their projects, and the training or help that was provided to them. We also looked at the gender balance of project teams, and the recruitment procedures and challenges women staff faced. A summary of the findings is included in Matrix 3 in Annex E.

***Finding 15. Gender aware project staff or consultants can have a significant impact on outcomes, however, the percentage of staff and consultants who can be considered in this category is very low.***

Implications for PNPM: It is easier to recruit people who are gender sensitive than it is to train people who are not, hence understanding of, or experience with gender needs to be among the criteria for selection for individuals and companies.



Projects that have taken account of gender balance and gender experience in the background of candidates in the recruitment process have managed to get staff with good facilitation skills and gender awareness. ACCESS is the best example where this is a requirement. The ACCESS staff and partners had by far the best awareness and were the most effective staff in reaching women and getting them involved in the projects.

In the other projects there was a very wide range of staff ability and understanding of gender ranging from individual's with commitment to gender equality without fully understanding what it meant or what needed to be done to achieve it, to those who used the words "gender" and "women" interchangeably (Box 11) and who clearly had little understanding of what gender meant.

### Box 11

#### Understanding of gender among project implementers is low

The frequent use of incorrect terms, for example the use of the word gender instead of women in terms such as *"Quota for gender"* or *"the social group of gender"*, which was heard during the mission from senior project staff or government officials reflects the overall low understanding of gender among project implementers.

While the issue of recruiting women has to some extent been considered in KDP recruitment, less attention has been placed on gender sensitivity or awareness of the staff being recruited. One of several optional questions during interviews for facilitators is related to women's participation. In WSLIC-2 the gender awareness of facilitators was tested in the pre and post testing for Community Facilitator trainees as part of evaluation. However, it was not apparent that any consideration had been paid to this in the UPP or NUSSP projects. Despite this, on almost all of the project teams the review team met with, there was at least one person that was sensitive to gender and interested, though often without a clear understanding or knowledge of what to do.

The problem was particularly acute where a consultant company had won the contract to provide the consultants as the bidding procedure for a whole company was unlikely to give any additional weight to the gender sensitivity of the team (although gender balance may be included as a criteria). The consulting company in WSLIC-2 in Solok had included multiple choice questions on gender as part of the written test in the initial selection process but did not include questions in the interviews. In teams where the company won the contract to manage the consultants but the consultants themselves were selected through a joint open process, the outcomes were only better where this had been discussed separately in advance as in KDP.

The training for project staff and consultants on gender was also absent (UPP, NUSSP) or minimal – reduced to 2 hours in KDP facilitator training, and limited to the specific gender-related activities in WSLIC-2. A major constraint to this was the government’s reluctance to train consultants who were supposed to have been selected competitively because they provided the best skills to undertake the work. While this is in some ways understandable, it argues more forcefully for a more rigorous selection process in the first place.


***Finding 16. Some projects had been more successful than others in ensuring good understanding and consistent messages about gender, women’s empowerment, or the project’s gender strategies from the management down***

Implications for PNPM: Strong messages from the top will help to embed gender responsiveness in the project culture from the start. This can be supported by mentoring programs in the field between consultants to upgrade skills.

There were significant differences between the projects with regard to how the project staff and consultants were familiar with the gender strategies, or the projects approach to women’s inclusion in the projects. As it is a new project, it may not be so surprising that the NUSSP staff were the least familiar – attention to the gender strategies tends to develop after the project is off the ground. On the other hand UPP staff were also unfamiliar with the figures for quotas and targets and the actions taken to achieve these and often gave contradictory figures and interpretations. The WSLIC-2 staff were also inconsistent and there is no advocacy from WSLIC-2 management on gender equity to decision makers and project implementers. KDP staffs were familiar with the processes involving women including the separate meetings, separate proposals, and the quotas for women’s participation, although their reasoning why this was important varied along with the degree of commitment they demonstrated to promoting gender equality beyond meeting targets.

ACCESS staff have consistently emphasized gender equity throughout all aspects of the program, and discussions with all stakeholders. Gender issues were integrated into all processes, monitoring and evaluation and reporting requirements, and included discussions at all team meetings. The degree to which staff promoted gender equality in their work was taken into account in evaluations and thus it has become deeply embedded in project culture.

Incentives for implementing the gender strategies of the projects were weak in all projects except ACCESS. No additional credit was given for more proactive approaches, it was not counted towards promotions, and there were no sanctions for non implementation.



***Finding 17. Although quotas and affirmative action had been somewhat effective at lower levels in ensuring some gender balance in teams, the percentage of women being recruited at higher levels, or being promoted to higher levels is still very low.***

Implications for PNPM: More work needs to be done to identify the barriers to women's recruitment/promotion to higher levels, and positive efforts to overcome these.

It is becoming standard practice in many projects to set a target for the number of women on the staff/consultant teams. Only NUSSP apparently had no specific target. For facilitators, a one third target has been adopted in WSLIC-2, KDP, and UPP. Advertisements for KDP consultants encourage women to apply. The target is sometimes reached but more often, the numbers of women are between 20 percent and 30 percent. In discussions with the more senior consultants there is a feeling that although the proportion of applicants who were women was in line with targets, the actual numbers selected may not meet the target. In UPP for example, the requirement for five years of experience eliminated many of the female candidates at the administrative selection phase before even the interviews took place and currently 23 percent of the facilitators are women. In KDP, although the target was met originally, the percentage falls over time as women leave and are replaced by men. It should be noted however, that analysis of the figures in the first three years of KDP showed that the turnover of female facilitators was 1.6 and 5 percent of total female facilitators in the first two years, lower than the figures of 7 and 9 percent for men (Wong, 2002). ACCESS adopted the strongest stand requiring that their CSO partners or capacity building service providers fielded balanced teams. Female CSO staff said that these rules were needed or else CSO management would not be pushed to change their practices.

In WSLIC-2, despite an initial focus on getting 50 percent of consultants and community facilitator positions filled by women, the challenge was to maintain gender balance as the turnover of women was high due to their recruitment into public service (especially for traditional women's disciplines such as health), and also due to marriage and maternity.

Recruiting a balanced team at higher levels becomes even more challenging with fewer women meeting the higher requirements. More worrying was that several of the women facilitators met in the field felt that they did not have equal opportunities to be promoted into these positions and that the men would always be selected over them.

When faced with this challenge in recruiting women engineers, a pilot internship program was adopted in KDP. As a one time effort it was successful in bringing in more women to the district level, however it was not repeated and the systemic problem still exists. (Box 12)

## Box 12

## Women Engineers in KDP

Despite there being significant numbers of women graduating from engineering degrees at the universities, the percentage of women recruited into the engineering positions in KDP was always extremely low. After reviewing the recruitment process to identify the major issues for women, it appeared that the requirement for previous experience was a major impediment for women. Getting their first job after graduating was almost impossible, and yet without this experience they could not compete. More first time opportunities opened for men than for women. Very often the women gave up and changed careers.


The government decided to open up an internship program for women engineers whereby they would be placed in one of the kabupatens to work with the male engineer for six months. At the end of their time the women interns joined the male engineers at a training course, and also sat the exam at the end of it. Interestingly, the average scores of the interns in the exam was higher than the average score of the engineers! Most of the interns were subsequently offered positions on the team, however, the program was never repeated due to lack of funds.

***Finding 18. There is no empirical evidence to show that impacts on women or gender aspects of the project are different with female facilitators, however, women in the community, and project staff and consultants agree that as role models, their impact is probably significant but unmeasured.***

Implications for PNPM: Impact evaluations should try to assess the impact on women of having a female facilitator. Their importance as a role model should be acknowledged and they should be given special support in this role.

The importance of having women as facilitators was emphasized by several of the women (and men) met in the communities visited, and by project staff and consultants. Female facilitators can be effective in mobilizing and encouraging women to take on positions in project implementation, and are role models for the women in the community. Women also generally seem to like having a woman facilitator facilitate the women only meetings, and they say they can speak more freely with a woman facilitator.

However, an analysis of the project data in 2002 found no evidence of better outcomes where there are female facilitators (Wong 2002). The sex of the facilitator had no influence on whether women's proposals or women's infrastructure proposals were selected, and only slightly more proposals from women's groups were submitted in *kecamatan*s where the facilitator was a woman (30 percent compared to 26 percent), but that there was no major difference in the types of proposal submitted, nor in the percentage of infrastructure proposals, from women's groups when the facilitator was a woman. The



analysis did not look at whether women were more likely to become involved in project committees if the facilitator was a woman, and also took no account of qualitative aspects – such as the degree to which self confidence was built among local women – nor of long term impacts, such as whether the women in the community were more likely to stand for elections outside the project, or to take on jobs they would not otherwise have done.

Apart from the impacts on women in the community, the women facilitators themselves also gained much from the experience in terms of developing confidence and skills with which to move onto other jobs and positions. However, some still feel that they are overshadowed by male facilitators.

***Finding 19. Most women working as facilitators are of child-bearing age and pregnancy and childbirth are a fact of life. Projects need to take account of this in their staff conditions and in their budgets.***

Implications for PNPM: A clear policy on maternity leave needs to be prepared and included into all contracts, including for the consultant companies.

More support for the women facilitators would help them make the most of the opportunity both to expand their own horizons and also to be more effective role models for the community. The importance of this role justifies additional training for the women facilitators.

All projects have to cope with the fact that a certain percentage of their women staff will give birth during their contract period. However, the procedures in place to provide for this varied enormously across the projects. Most vulnerable are the women working for consultant companies who provide the facilitation services (Box 13). These women are mostly on short one or two year contracts and there are few rules and no incentives for the companies to look after them. Where facilitators are recruited individually and paid from the project directly, then it is the projects responsibility to set out the terms and conditions for employment including maternity benefit. In these cases, the project should also have a longer term interest in ensuring that trained facilitators stay with the project and there is more chance that at least a minimum provision for maternity leave will be provided.

## Box 13

**Rules and procedures relating to maternity leave varied across the projects**

Niar (not her real name) has been working as a field facilitator for a CDD project for five years now. During this period, she gave birth twice: her third and fourth children. Unfortunately, she wasn't able to celebrate the joyous moments much, nor was she able to take proper rest after giving birth. She does not have the rights to take maternity leave. "It was not in the contract," she said. Taking unpaid leave is not an option either. The firm made it clear that if she were considering taking unpaid leaves, then she would not have a job to come back to. So it was just out of the firm's 'kindness' that she was able to take several days off after her deliveries. Before her first delivery, she was still facilitating a meeting three hours before going into labor. She was lucky enough to have a sister who met the qualification for a facilitator and was available to stand in for her. They divided up the work between them, and also her salary. This arrangement enabled her to at least stay at home for a while to recover her strength and nurse her baby. The second time, she wasn't that lucky. She could not find anyone to stand in for her. As a consequence, she had to facilitate a meeting in a village just one week after giving birth! *"I was very bitter then. I felt that I wasn't treated fairly. But these experiences made me stronger now. I can face anything thrown at me,"* she exclaimed bitterly, *"Besides, the firm said that this is equality. Gender equality. Women and men are treated the same. No exceptions made. Right?"* she retorted..

When one of the project staff in ACCESS gave birth the rest of the team celebrated with her. The contract already allowed for three months maternity leave. When she came back she still needed to feed her baby but her job involved a substantial amount of travel. The project paid for a nanny to accompany her on her visits to the field so that she could continue work and also continue to breast feed her baby.

***Finding 20. Local government staff, especially those who had been involved in project activities, had a better understanding and awareness of the importance of project procedures and of training and capacity building than national government staff.***

Implications for PNPM: More effort is needed at the national level to find champions who will continue to push for change at, and from, the top.

With some notable exceptions, the lowest awareness and commitment to integrating gender in the projects is found at national level. Local level officials often have first hand experience of changes brought about by women's participation, or of the impacts of women's engagement on the women themselves.

Most effective was when local government officials had actively been involved in exercises such as community planning, or in capacity building activities, and could understand better the gender aspects for themselves.



## 2.5 Sustainability and Impacts

The section on sustainability and impacts looks at impacts beyond the projects, both on the sustainability of the projects, and the impact of the projects on women's participation in broader decision-making. Unfortunately, this is an area in which project monitoring systems are weak and most of the analysis is based on the views from the field and is quite subjective.

***Finding 21. Women can be actively involved in Operation and Maintenance (O&M) committees and can have positive impacts on the sustainability of sub-projects***

Implications for PNPM: Encourage women's involvement in O&M committees and ensure they are trained.

Of the sub-projects visited that appeared to have the greatest potential for sustainability, most had women on the management committees (see examples in Box 14). Most often these women were the treasurers and/or the secretaries. It has to be said that it is rare to see a women heading the committee except in the case of the savings and loans groups.

### Box 14

#### Women's participation in O&M

An electricity generator had been installed in one village in Sulawesi Selatan through a community managed sub-project funded by the KDP grant, and was providing electricity to every household in the village. Women had been active participants in deciding the operating procedures including establishing the tiered system of fees. 37 households in the village were not required to pay, and it was the women who had helped identify – through the social mapping carried out early in the process, which families should be exempt from paying. Most families were headed by widows with no land. A woman managed the book keeping and finances which were in excellent order. After one year, there was already 20 million in the bank account and another 2 million held in the village.

In and ACCESS supported community in south Sulawesi, all of the 8 water users sub groups were headed by women although the overall head of the water users was a man. Women said they were actively involved in developing rules and regulations (type of facility, membership, payments, subsidies etc.) For example, in the discussions about the type of water pump, the men said it should be powered by petrol, and the women said electricity. In the end and electric pump was chosen and all now agree it was the right decision! The men said that their respect for the women has increased and that *“now many have better, more equal relations between men and women in the household”*.

***Finding 22. Ensuring that opportunities were opened up through the project for women to participate gave them the chance to demonstrate their capabilities to the community. Several cases were seen where this led to them being elected or chosen for other positions outside the project including in the village governments.***

Implications for PNPM: Special support could be given to building the skills of women to participate more effectively in decision-making beyond the project.

Several cases were seen where women had stood as candidates for the village governments (BPD) and in some cases been voted into the BPD as a result of being able to show the community what they were capable of through holding project positions. In some cases, especially in the cases where elite women were holding positions, these women already had a track record and reputation for leadership, and their role in village decision-making could not necessarily be attributed to the project. However, there were other cases where the links with the project seemed to be clearer. No rigorous analysis has been carried out to see whether women who participate in project positions are more likely to get voted into other positions, but there seems sufficient justification for carrying out further research on this as it would indeed be an extremely important impact and projects could do much more to prepare these women and make this a specific objective.

***Finding 23. There were several opportunities for expanding the linkages outside the projects, for example through broader based village development planning, or linkages with the district level, and women's participation in these, which were not exploited***

Implications for PNPM: Village planning for PNPM should take a medium term view and the process should build capacity of the community to engage more broadly in development discussions beyond the project itself. Linkages to Kabupaten especially need to be developed.

In both UPP and ACCESS longer term (three year) plans for broader village development are prepared as part of the projects, which identify sources of funds or resources beyond the projects. The village teams are encouraged to look first at how much of the plan can be carried out by the community themselves and then look for additional support for implementation of the plans from government, NGOs or private sector. Where women are in the committees that do this, it offers excellent experience of building linkages and understanding of processes beyond the village. Access ensures women's participation in this, while in UPP it depends on whether women have been elected into the BKM or not.

Communication between village and district is particularly weak. ACCESS also had an innovative program for strengthening civil society at district level to work with communities on research that could be used to help lobby for improved service delivery. The community and CSO decided on the priority topic and then prepared a survey in which the communities would gather the data, for example



on schools, or health care, which could then be compiled and taken to the district parliament to lobby for more effective use of funds.

## 2.6 Project Specific Recommendations

In addition to proposing a gender strategy for PNPM, the team also suggested several recommendations for each of the projects that were visited, and which are covered in this section:

### *Kecamatan Development Project*

A strong aspect of KDP was the integration of the gender strategy into manuals and procedures, and the degree to which these were quite well known by project staff – if not necessarily understood. Some efforts had been made to meet quotas and targets resulting in many women being involved in the projects. The introduction of separate meetings several years into the project has clearly been a positive intervention. Significant project benefits are being shared by women, and to a degree, women are taking active roles in project implementation. Several separate activities – such as the Female Engineers internships, the preparation of the facilitator manual on women’s participation, the study of the gender indicators in the MIS, and the recent experiment on the impact of selection methods on women and mixed groups proposal selection, have been undertaken and show some commitment to trying to improve the way the project engages women and responds to their needs. The PEKKA project for female heads of household originated out of KDP, and the Women’s Legal Empowerment project is currently linked to it.

Areas where KDP was weak, was in the messages from central level government on the importance of women’s participation, and in removing the barriers for the recruitment and promotion of female staff. Also, while some longer term impacts of the project on women were noted, these could have been significantly improved. The following recommendations are made for KDP:

- Better use needs to be made of the rich project data bases that exist to analyze trends in women’s participation;
- Much more effort is needed to recruit women into the project and ensure that they are considered for promotion;
- Also, more attention to recruiting facilitators with knowledge and understanding of gender;
- Some experiments could be carried out, especially on the *Simpan Pinjam Perempuan* to see the impact of removing the rule that the group should have been in existence previously, to see whether these activities could be made more open to participation of poor women;

- Another experiment that could be done is of the impact of participation in the project on the possibility of getting women in to village governments.

### *WSLIC-2*

WSLIC-2 has placed a much greater emphasis on the participatory planning process and developing tools for facilitators to use to help improve women's participation and the understanding of gender. As water supply is usually something that affects women most, WSLIC-2 is, by its nature, responsive to women's needs. The project also involves many women at the local level, especially in health activities, and women comprise around 30 percent of the community management committee, usually as part of the health unit, as treasurer and secretary.

Although the policy for recruiting 30 percent women as community facilitators has been met, WSLIC-2 consultants were not recruited for their gender sensitivity and once again, the message on the importance of gender equity is not consistent from the management. Also, the quality of training and follow up support in the use of the gender and poverty inclusive instruments varies across districts, hence the quality of implementation does not do justice to the quality of the instruments.


Specific recommendations for WSLIC-2 are:

- Senior management needs to give consistent messages on the importance of gender equity for program sustainability;
- Gender-sensitivity of project staff needs to be improved, for example, through upgraded training for facilitators, improved coaching and mentoring on women's participation, newsletters focusing on lessons learnt for women's participation;
- Monitoring of implementation and impacts, needs to be improved.

### *UPP*

UPP introduced a broader medium term planning into the planning process which expanded the planning beyond what the project would fund, and built sustainability by encouraging communities to look for funding from other sources to implement the other activities in their plan. UPP had also encouraged women's involvement in both planning and substantially, as beneficiaries, and had encouraged social activities which included a greater range of training and other activities also often targeted at women.

The urban setting provides a more complex gender landscape as women in general tend to be better educated, and more engaged in economic activities. The issues or barriers to inclusion are harder to identify and confusing as it effects some, but not all of the women. Several issues were raised in UPP with regard to the gender aspects of volunteerism, and the extent to which this lead to greater



engagement of elite women, possibly at the expense of the participation of the poor women. Other issues were raised with respect to how the skills training could be made more effective for women. In general, the understanding of gender in the project design and among project staff was based on equality without recognizing the constraints and barriers to it. Specific recommendations include the following:

- Pilot different procedures for voting the members of the BKM to see which level the playing field to ensure women's participation;
- Carry out studies and analysis on the gender aspects of voluntary or paid labor with respect to the participation of both elite, and poor women;
- Review project procedures to ensure the greatest participation of poor women,
- Find ways to improve the recruitment procedures to ensure recruitment and promotion of more women;
- Undertake a campaign to improve the awareness of gender issues in the project and of the projects gender strategy.

### *NUSSP*

As the newest of the projects, the gender strategy in NUSSP has not yet started to be implemented. In principle, the advantages of UPP should apply in NUSSP as well once implementation becomes smoother. At the moment the priorities should be to review the manuals and operating procedures and bring them in line, in the first instance to UPP, and beyond that, with the gender strategy articulated in the project design. Attention needs to be paid to the recruitment of consultants to ensure that women are recruited in sufficient numbers, and promoted into strategic positions.

### *ACCESS*

ACCESS led the field in terms of how it had integrated gender equity into the whole approach. Being a much smaller, well-funded, bilateral program gave several advantages. Despite this there was much for other projects to learn from the ACCESS approach. In moving forward there are three challenges for ACCESS:

- Identify ways to scale up without losing the focus on gender equity and poverty.
- Look for ways in which CSOs who have built their capacity through ACCESS can contribute in a broader way through programs such as PNPM;
- Maintain flexibility as well as the capacity building focus in supporting innovative ideas, and disseminate ideas to others outside of the ACCESS areas.

## CHAPTER 3

# Moving Towards a Gender Strategy for PNPM

## 3.1 Introduction

### *Rationale and policy framework*

There is ample evidence globally of the link between improved gender equality and poverty reduction (World Bank, 2000, and World Bank, 2007) which provides the rationale for a special focus on women's empowerment within the overall context of community empowerment<sup>10</sup>. The justification for a proactive approach to promoting gender equality is also articulated in national policies of the Government of Indonesia including the National Poverty Reduction Strategy, the Medium Term Development Plan, MenNegPP Strategic Plan 2005 – 2009, the Instruction (INPRES) no.9/2000 and various guidelines and circulars relating to it<sup>11</sup>. An overview of the policy framework within which the gender strategy for PNPM is situated is provided in Annex F.

### *Starting points for a PNPM Gender strategy*

As a national government-lead program for poverty reduction through community empowerment, the PNPM opens a host of opportunities. The first step though, is to achieve broad consensus on what exactly the goal for gender equality and women's empowerment should be and identify the options, opportunities and issues in integrating processes and activities in the PNPM formulation that would contribute to the empowerment of women.

The concept of women's empowerment used in the proposed strategy is aligned to the empowerment focus of PNPM which focuses on economic empowerment through job creation and income generation, and political empowerment through decision-making by communities. A third dimension – social empowerment – is added in for the gender strategy and looks at the social aspects of creating an enabling environment for women's participation.

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<sup>10</sup> See also discussion in Chapter 1. Introduction

<sup>11</sup> See also ADB 2006, *Indonesia Country Gender Assessment*



The gender strategy for PNPM should be developed around three guiding principles: first it should fit within the existing government policy framework for gender equality and women's empowerment; second, it should be driven from within the country and not imposed from outside; and third, it should take as the starting point things that have already been introduced successfully in other projects or through the work of Indonesian NGOs or civil society groups. Once consensus is reached on the objectives and goals relating to the three aspects of women's empowerment: economic, political, and social, - the gender mainstreaming strategy will be prepared to incorporate the proposed actions into the PNPM procedures.

### 3.2 Strategies, Institutions, and Accountability

#### *Learning from Experience: Findings 1 – 4*

- A well articulated gender strategy including performance indicators needs to be agreed early in preparation
- Strategies need to be carried through into project documents and implementation manuals with indicators and actions
- Government staff in the field are familiar with the concepts to a degree, so a more proactive approach can be taken
- To improve accountability and consistency, a schedule for reporting on progress in implementing gender strategy could be agreed during preparation and followed up during supervision.

During the initial consultations it was obvious that especially among the government stakeholders, opinions of concepts such as gender mainstreaming, gender equality, and women's empowerment vary widely, as do the opinions as to what could or should be done in PNPM. The disconnect between the institutions with the mandate to empower women, and the institutions implementing the projects was seen in most of the projects. Even within the Ministry of Home Affairs, the unit responsible for women's empowerment is not involved in some of the major mainstream projects for which the Ministry was the implementing agency.

In this context, forming broad coalitions that can ensure a critical mass of interested parties is challenging. The motivation for the gender strategy needs to come from within the country, and space needs to be made available for leading figures and civil society groups to develop consensus on a vision of women's

rights and empowerment that would become the objective of the PNPM, and which the activities could be designed around.

### *Building on Good Practice*


From previous experience two things are essential:

- A strategy with objectives goals and targets needs to be clearly articulated; and
- the gender strategy needs to be translated into project documents and guidelines.

### *Addressing Lessons Learned*

Previous experience also shows the need for greater leadership in implementing the strategy, clearer messages from the top, and improved accountability. In this respect the following recommendations are made:

- Identify an agency, probably Menkokesra, that can take the lead and coordinate with the other agencies and civil society.
- Undertake an institutional and stakeholder mapping exercise to identify the gender equity champions to form the core group and the potential roles and responsibilities of different organizations;
- Build consensus with stakeholders around a gender equity strategy for PNPM with agreed gender equity goals, and objectives for promoting gender inclusion and equality. Several regional consultations could be organized that bring together local government and civil society. One option for the consultation process is for it to be carried out through the universities. Results from the regional workshops could be brought to a high level meeting of national stakeholders to develop the overall goals and policy for gender mainstreaming and women's empowerment in PNPM.
- Identify a simple message that can easily be understood by government staff, project implementers, and communities, and can be easily relayed and reinforced from the top to all other levels, for example:  
*"Empowering women economically, politically, and socially."*
- Nominate a team to regularly review implementation guidelines and manuals as they are prepared to ensure the gender strategy is translated into these, and that incremental costs of implementation are included in budgets.

- 
- Improve accountability for implementing the gender strategy by preparing a supervision schedule for following up on the progress in implementation and regularly review monitoring reports or pilots relating to gender aspects to decide on changes of direction, modifications to implementation procedures, or new initiatives to be adopted.

### 3.3 Project Requirements and Implementation

The recommendations in the following section are presented under the three empowerment pillars proposed for the PNPM gender strategy: economic empowerment, political empowerment, and social empowerment.

#### *Women's Economic Empowerment:*

Women have a vital role to play in the family economy and studies have shown that increasing women's income has greater impacts on family welfare than increasing men's incomes therefore there is justification for making women's economic empowerment a focus of PNPM. However, given the findings of this and other reviews regarding the generally weak impact of the support to credit groups through CDD programs, much work needs to be done to identify an effective design that would increase the effectiveness of the activities including linking with other resources, such as the sector departments and civil society service providers of skills training.

#### **Learning from Experience: Findings 5 – 6**

##### Economic empowerment

- Credit for women is much needed and appreciated, but should be linked to other resources (training, extension, financial institutions) to for more effective poverty reduction outcomes.
- A strategy for demand-driven capacity building needs to be developed – especially for women - that links with capacity building activities of sector departments and ensures efficient use of resources

#### *Building on Good Practice*

It is important to note at the outset that good practice examples of support to credit groups or *Simpan Pinjam* are few and far between. Perhaps there are just three points worth noting here:

- Ensuring demand from women for support for economic activities and small savings and loans schemes is heard and considered in the decision-making;
- Where possible, linking with other resources such as training and capacity building, or with existing cooperatives, credit unions, or other providers;
- If credit is provided through the project the financial management systems, procedures, and training modules which have been developed over the years need to be further improved and adapted.

### *Addressing Lessons Learned*

However, the experience of the review team was in line with previous reviewers and evaluation results which find three issues: (i) the *simpan pinjam* groups rarely include the poor/poorest unless this was a project rule; (ii) there are no economies of scale through improved networking/collaboration between the groups; and (iii) a limited range of enterprises are financed and these largely build on women's traditional roles (cooking, sewing, kiosks) instead of opening new opportunities. In short, the CDD projects, with a few exceptions, have not been an effective mechanism for reducing poverty through delivery of credit.

Moving forward, there needs to be serious consideration of whether continuing to support credit groups or *Simpan Pinjam* through PNPM is feasible. Any continuation of support will need a change of design to draw more extensively on the wealth of experience that exists in Indonesia outside of the CDD projects.

A first step should be to use the forthcoming study of credit provision and options to look more in depth at some of the issues that have been raised and to identify options for strategies to include in PNPM. Input will be provided separately into the Terms of Reference for the credit study.

### *Women's Empowerment: Political*

#### **Learning from Experience: Findings 7 – 10 Implications for PNPM**

##### Political empowerment

- The rules for women's engagement need to be identified clearly with targets and quotas, in addition local innovation should also be encouraged and rewarded;
- Separate meetings for women need to be included in the project at different stages in the project cycle to ensure space for them to voice their opinions;



- Selection of community representatives or for project committees or positions, needs a carefully considered process with clear procedures, in order to level the playing field and ensure equal opportunities for women;
- Project rules should encourage women in all community committees and positions and provide additional support to them.

#### ***Learning from Experience: Findings 21-22***

- Special support could be given to building the skills of women to participate more effectively in decision-making beyond the project.
- Village planning for PNPM should take a medium term view and the process should build capacity of the community to engage more broadly in development discussions beyond the project itself.
- Linkages to Kabupaten especially need to be developed.

The very low participation of women in decision-making and politics at all levels is one of the key areas holding back progress towards gender equality in Indonesia. The emphasis in PNPM on participation and inclusion, and on decentralized decision-making is an opportunity that can not, and should not, be missed to work from the bottom up to address this.

#### *Building on Good Practice*

Existing good practice which has been developed and proved successful in existing projects:

- Including quotas for women's participation in meetings;
- Holding separate women's meetings at key stages in planning and decision-making process;
- Including targets for women's participation in decision-making bodies;
- Opening up a range of positions on implementing and monitoring committees at community level and encouraging women's selection for these committees so that they can demonstrate their skills and capabilities.

#### *Addressing Lessons Learned*

However, while this has increased participation of women in the projects, and the projects responsiveness to women, the impact outside the projects is limited. A few isolated cases show what is possible, but

a more focused effort will be needed to make a substantial impact on the way women participate in decision-making and governance at the village and higher levels.

Specific issues are: (i) Selection/election processes bias against women's selection even when there are capable candidates; (ii) Women lack the confidence and experience to compete against men, or be substantively involved; (iii) The project planning process tends to be a separate process from the regular village bottom-up planning process so it is not automatic that if women participate in the project-planning they will participate in village planning; (iv) Women's participation rarely extends outside the village and is especially weak at the Kabupaten level.

These issues need to be addressed through:

- Implementing **controlled experiments** to identify which methods of selection give women the best opportunity. The experiments could test results, perceptions, and satisfaction of different selection methods for example:
  - Proportional representation system whereby all votes for men candidates and all votes for women candidates are counted and the seats allocated to male and female candidates according to the percentage. (i.e. if 20% of all votes were for women candidates, 20% of the seats should be for women even if none of the women candidates got enough votes on their own to be elected.)
  - Preferential voting, where voters select their first second and third choices and the candidates with the highest number of votes altogether in any rank are selected (on the basis that both men and women may feel obliged to vote for men as a first choice but may be more inclined to vote for women as a second choice.
  - Specific positions are selected by the community to be filled by women – including a percentage of the heads of committees - and these are voted for separately.
- Include additional support and training to potential women leaders and candidates, either built into **project design**, or else through a **parallel or add-on program** to build their confidence and increase their competitive edge. Some potential women leaders may already be involved in project implementing or monitoring roles, others may not and the project design could accommodate a special round of training for these women as part of the project capacity building program. An add-on program could provide special support to women in several areas beyond one-off training sessions including special confidence building activities, training in local governance, public speaking, etc. One possibility that might be considered in order to reach the most women throughout the country could be to partner with existing leadership groups such as PKK (Box 15).



### Box 15

#### PKK support for women leaders

In South Sulawesi the women involved in UPP/NUSSP BKM were all leaders in the PKK. One of them had just been to training at the kecamatan level where they were taught how to encourage other women to become more confident and active in decision-making in their village – including religious meetings for women only where they read from the Koran and recited prayers to build their confidence for public speaking. They were also starting to hold regular discussion meetings to discuss issues important to them and their families including health and education.

- Adapt the planning procedures adopted in **project design** to be more participatory and inclusive and bring the project planning and the village planning together. Some attempts are already being made to do this (see Box 16) However, interviews in south Sulawesi with the team reviewing local laws on participatory planning revealed that little if any attention was being paid to ensuring that the procedures were gender sensitive, and identifying the constraints in the Perda's that might limit women's participation. Moreover, although a team including many stakeholders from government, the local parliament, and civil society had been established to review the process and the perdas, there were almost no women on the teams.

### Box 16

#### Linking up with the district planning process

Based on a request from the Central Lombok Government, ACCESS is supporting a process to develop a pro poor, pro women, planning process that will incorporate good practices from different projects and develop a single process for the village bottom-up planning that can then be used and build on in different projects

ACCESS, UPP and NUSSP use the planning process to develop medium term development plans which identify activities to be funded by the project community grants as well as other potential sources of funding and support that will enable them to implement the whole plan – including community contributions

- PNPM will be looking at how to link the village planning process with the kabupaten level, hence there is a good opportunity to build in processes in the **project design** to bring women's participation up to kecamatan and kabupaten levels that level as well. It may take many years before women are participating fully in the formal decision-making bodies such

as the DPRD or at senior government levels. Opportunities to bring women more into contact with these formal groups will give experience of how they function and how to deal with them. Involving women specifically in activities such as those in Box 17 can provide experience for women to understand more about how the systems work in the first place.

### Box 17

#### Engaging women in governance

ACCESS is trying to encourage improved communications between district level decision-makers and communities so to make district level more aware of needs and aspirations of poor women, and improve the communities understanding of their rights and responsibilities. Civil Society Organizations help to facilitate forums and work with the communities to collect information on service delivery with which to lobby the district parliament. Women are especially involved in collecting information on health and education service delivery issues that are of a concern to them.

#### *Women's Empowerment: Social*

Progress in empowering women economically and politically is constrained by norms and attitudes. This section looks at things that can be done to improve the enabling environment for women to access economic and political opportunities.

#### **Learning from Experience: Findings 11 - 13 Implications for PNPM**

##### **Social Empowerment**

- It seems that a special channel for women's proposals, by selection in the women only meetings, is still necessary to ensure responsiveness to needs that women themselves have identified - as long as, women are also strongly encouraged to participate in the preparation and participation of mixed proposals;
- Capacity building or project procedures need to ensure poor women's participation better, and at the same time enhance the role of elite women so that they can help to empower the poor women.
- Open many positions at village level and set target for women's participation in these. Provide extra support to women in committees to improve their chances of being successful and can prove their abilities to the community;



### *Building on Good Practice*

As with the other forms of empowerment, this is not a blank sheet. Already there are good practices seen in the projects that are slowly helping to change the attitudes and norms and creating an enabling environment for women. In particular the team noted the following which had been effective and should form the basic minimum for inclusion in PNPM:

- Women staff and facilitators are role models, especially for women, and can give women the confidence to follow in their footsteps and take on challenging positions;
- Organizing meetings at times convenient for women, and encouraging them to bring their children, means that more women can attend;
- Providing space in separate women-only meetings for women to discuss issues important to them without men around gives them confidence and helps to reach consensus before facing a mixed group;
- Including specific activities in the socialization and planning that help both men and women analyze and discuss gender roles;
- Requiring women's attendance at meetings, or participation in committees or as facilitators, through quotas and targets helps to normalize this and makes it easier for women to attend other meetings and participate in other activities.

### *Addressing Lessons Learned*

However, there were still several persistent social constraints on women's participation that could be addressed through more pro-active measures, for example, (i) attitudes of male leaders in the villages limited women's involvement and kept them in their traditional roles; (ii) recruitment process, and employment procedures which do not give sufficient attention to the importance of bringing women in as project implementers; (iii) M&E systems which focus on quantity without sufficiently identifying gaps and disparities and researching causes and solutions; (iv) Women's traditional ("new order") role in community management which may tend to encourage women in the volunteer positions, while paid positions go to men.

- Several people at local level stressed the importance of including male leaders and tokoh agama in gender training and gender analysis activities at local level to build their understanding as their support is essential for bringing about change. This can be done within a capacity building framework in the **project design**.

- More **research** is needed to better understand the different gender aspects of men and women's participation in voluntary and paid roles.
- Increase the focus on **capacity building** of women and women leaders in the community so that they are better able to understand and facilitate social change, and especially with regard to becoming the agents that remove the barriers for the poorer women in the community.

### **Learning from Experience: Findings 14 Implications for PNPM**

- Specific monitoring indicators need to be included in MIS. PNPM also provides an excellent opportunity for carefully designed and in depth research which would contribute significantly to a better understanding of the links between gender and poverty reduction.

### *Building on good practice*

- Collecting quantitative information on women's participation is now incorporated into most monitoring systems.

### *Addressing Lessons Learned*

- Specific reports and studies need to be identified at the outset and incorporated into the **project design**. This should include indicators for including in regular periodic reports, as well as occasional specific analysis of the MIS databases, and studies on qualitative aspects.
- So far none of the projects have undertaken research on the impact of the projects on women or gender relations. The MIS plan in **project design** could include a baseline survey with a follow up survey two or three years into the program.
- Impact studies should also include the impact of women facilitators.



### ***Learning from Experience: Findings 15 – 20 Implications for PNPM***

#### ***Staffing and Training***

- Strong messages from the top will help to embed gender responsiveness in the project culture from the start. This can be supported by mentoring programs in the field between consultants to upgrade skills.
- More work needs to be done to identify the barriers to women's recruitment/promotion to higher levels, and positive efforts to overcome these.
- Impact evaluations should try to assess the impact on women of having a female facilitator. Their importance as a role model should be acknowledged and they should be given special support in this role.
- A clear policy on maternity leave needs to be prepared and included into all contracts, including for the consultant companies.
- More effort is needed at national level to find champions who will continue to push for change at, and from the top.

### **3.4 Staffing and Training**

#### *Building on good practice*

- Recruitment of women in sufficient numbers is possible when efforts are made and affirmative action is taken;
- It is easier to recruit consultants with experience of facilitation and gender than it is to train them in these things.

#### *Addressing Lessons Learned*

An important message that was consistently heard was that staff and consultants, whatever their background, will respond positively when the messages from the management are strong and consistent, they have the tools and procedures, and there are incentives for them to do so. Therefore the following recommendations are made:

- The central level core group needs to “market” the gender strategy in a user friendly and positive way.

- Review human resource practices in projects and prepare best practice note on recruitment procedures and employment conditions including recruitment processes and working conditions that actively encourage women to apply, be selected, and stay in the project staff and consultant teams.
- Where the project has particular challenges in recruiting women, such as for engineering positions, an **add on program** for internships should be considered.

### Conclusions and Next Steps

What has been presented above is the steps towards a gender strategy for PNPM based on good practices and lessons learned in several of the large CDD project in Indonesia today. However, what is most important is that the strategy comes from within the country and is not imposed from outside. These recommendations should be considered as input to a process which now needs to take place. Donors can provide the resources to facilitate the process, and fund the research and the pilots that have been proposed. They can also help to develop and fund add-on programs that can support PNPM implementation. At the end of the day though, champions inside the country will need to take this forward and hold the project implementers and donors accountable for delivering on promises to promote gender equality through the program.

An action plan of next steps as proposed in the recommendations of this report, together with estimated budgets, are shown in the matrix in Table 3.



**Table 3**  
**Summary of proposed next steps towards a gender strategy for PNPM**

<b>Activity</b>	<b>Proposed Responsibility</b>	<b>Estimated Cost</b>
<b><i>Building consensus on Gender goals and objectives of PNPM</i></b>		
Stakeholder mapping	Menkokesra and DSF through Individual Consultant	2 months @ \$2,000 <b>Total: \$4,000</b>
Consultation Workshops at national and sub national level	Menkokesra through contracted NGO or organization	4 meetings @ \$5,000 <b>Total: \$20,000</b>
High level meeting to finalize strategy	BAPPENAS, DSF	1 meeting @ \$3,000 <b>Total: \$3,000</b>
<b><i>Women's Economic Empowerment</i></b>		
Incorporate best practice in PNPM manuals and training modules	BAPPENAS, DSF through individual consultant	1 months @ \$2,000 <b>Total: \$2,000</b>
Study of options for improving impact of SPP	DSF (World Bank)	2 months at \$10,000 <b>Total \$20,000</b>
Research on impact credit worthiness of poorer women	BAPPENAS/DSF with KDP or UPP teams	Preparation: \$4,000 Implementation: \$20,000 <b>Total: \$24,000</b>
Pilot for federating groups	BAPPENAS/DSF with KDP or UPP teams	Preparation: \$4,000 Implementation: \$100,000 <b>Total: \$104,000</b>
<b><i>Women's Political Empowerment</i></b>		
Incorporate best practice in PNPM manuals and training modules	BAPPENAS, DSF through individual consultant	1 months @ \$2,000 <b>Total: \$2,000</b>
Prepare guidelines for district teams reviewing perdas on community participation	TBD	1 months @ \$2,000 <b>Total: \$2,000</b>
Test different procedures for electing decision-makers to promote greater selection of women	BAPPENAS/DSF with UPP teams	Preparation: \$4,000 Implementation: \$20,000 <b>Total: \$24,000</b>
Explore possibilities for add on programs to empower women	TBD	
<b><i>Women's Social Empowerment</i></b>		
Incorporate best practice into PNPM manuals and training	BAPPENAS, DSF through individual consultant	1 months @ \$2,000 <b>Total: \$2,000</b>
Review recruitment procedures and working conditions to increase percentage of women as staff/consultants	BAPPENAS, DSF through individual consultant	1 months @ \$2,000 <b>Total: \$2,000</b>
Improve participatory planning practices to identify gender issues	BAPPENAS, DSF through individual consultant	1 months @ \$2,000 <b>Total: \$2,000</b>
Study on impact of voluntary versus paid positions for men and women	Bappenas/ DSF	2 months at \$10,000 <b>Total \$20,000</b>
<b><i>Gender Mainstreaming</i></b>		
Guidelines on strategy implementation, identify performance indicators, targets and implementation procedures	BAPPENAS, DSF through individual consultant	TBD
Socialization of gender strategy, indicators, targets	BAPPENAS/ Menkokesra	TBD
Integrate gender into monitoring surveys Ensure indicators included in monitoring reportsIdentify studies	BAPPENAS, DSF through individual consultant	TBD

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# ANNEXES

## Annex A

## Project Summaries and Gender Strategies

## A.1 Kecamatan Development Program

<b>Project Name:</b>	Kecamatan Development Program
<b>Counterpart:</b>	Directorate General of Community and Village Empowerment, Ministry of Home Affairs, GOI.
<b>Value</b>	USD 949,965,132. (KDP phase 1: USD 273,200,000, KDP phase II: USD 389,456,250, KDP phase III: USD 287,308,882)
<b>Length of Program:</b>	1998 – 2009 <ul style="list-style-type: none"> <li>• KDP Phase I: 1998/1999 to 2002;</li> <li>• KDP Phase II: 2003 to 2006;</li> <li>• KDP Phase III: 2005 to 2009.</li> </ul>
<b>Description of the Project:</b>	<p>The Kecamatan Development Program (KDP) is a Government of Indonesia program aimed at alleviating poverty, strengthening local government and community institution, and improving local governance. KDP began in 1998 at a time of tremendous political upheaval and financial crisis. KDP focuses on Indonesia's poorest rural communities and emphasizes the following principles: participation/inclusion, transparency, open menu, competition for funds, decentralized, and simple.</p> <p>In one cycle of program, KDP provides block grants of approximately Rp 500 million to 1.5 billion (approximately USD 50,000 to USD 150,000) to sub-districts (kecamatan) depending upon population size. The grants are provided directly from the national level to village collective accounts at the kecamatan level. Each financial transfer downwards is matched by a document flow upwards to promote precise tracking. Villagers then engage in a participatory planning and decision-making process to allocate these grants for their self-defined development needs and priorities; for productive infrastructure, loans to existing groups for working capital, or social investments in education and health.</p> <p>To maximize community participation, the project cycle of KDP as described follow. <b>Information dissemination and socialization about KDP occur in several ways.</b> Workshops are held at the provincial, district, kecamatan, and village levels to disseminate information and popularize the program. <b>Participatory planning process at the sub-village, village and sub-district levels.</b> Villagers elect village facilitators (one man, one women) who assist with the socialization and planning process. The facilitators hold group meetings, including separate women's meeting, to discuss the needs of the village and their development priorities. Villagers make their own choices about the kinds of development projects they wish to fund. KDP maintains social and technical consultants at the kecamatan and district levels to assist with socialization, planning, and implementation. <b>Selection of projects at the village and sub-district levels.</b> Communities meet at the village and sub-district levels to decide which proposals should be funded. Meetings are open to all community members to attend and propose projects. An inter village forum composed of elected village representatives makes the final decisions on project funding. Project menus are open to all productive investments except for those on a short negative</p>



	<p>list. <b>Villagers implement their own projects.</b> KDP community forums select members to be part of an implementation team to manage the projects. KDP technical facilitators help the village implementation team with infrastructure design, project budgeting, quality verification, and supervision. Workers are hired primarily from the beneficiary village. <b>Accountability and reporting on progress.</b> During implementation, the implementation team must report on progress twice at open village meetings prior to the project releasing the next trench of funds. At the final meeting, the implementation team hands over the project to the village and a village operations and maintenance committee.</p> <p>Each kecamatan gets three cycles of KDP1/KDP2 and two additional cycles of KDP III, which is placing greater emphasis on trying to institutionalize the KDP process at the local level in an effort to enhance sustainability. In addition, KDP provides technical assistance through consultants and facilitators from the village to the national level, who provide technical support and training.</p> <p>From 1998 to July 2005, KDP has covered 34,233 of the poorest villages in 30 provinces, in 260 districts, and in 1,983 sub-districts, covering approximately 48 percent of the entire 71,011 villages in Indonesia.</p>
<b>GOI Coordination</b>	<p>The counterpart GOI agency at the national level is the Directorate General of Community and Village Empowerment, Ministry of Home Affairs. Government coordination teams representing various ministries also assist with KDP at the national, provincial, and district levels. At sub-district level, an official government determined by the Bupati to be a project manager who facilitates the implementation of program with sub-district facilitators.</p>
<b>Gender Strategy</b>	<p>A gender strategy of KDP has been developed since the first phase of KDP. This strategy is reviewed and updated in between phases of KDP to identify key activities which can promote gender equity in the program. Some efforts done to promote gender equity:</p> <ul style="list-style-type: none"> <li>• Affirmative action recruitment program for field staff,</li> <li>• Equal numbers of male and female village facilitators hired and trained.</li> <li>• Opening up project menus to a broader range of options than village infrastructure is also likely to produce subproject proposals that reflect women's choices.</li> <li>• Improving opportunities for women's participation in developing proposals and decision making by: (i) encouraging women's participation in early project development through dusun level meetings; (ii) developing a separate planning channel for women's proposals; (iii) requiring that one of two village proposals submitted to inter village fora at kecamatan level, is decided by women in special meeting with women's groups, (iv) improving project selection so that women's proposals do not get screened out by project design rules; and (v) requiring at least 3 of 6 village representatives to sub-district meeting are women.</li> <li>• Drawing heavily on successful experiences identified by the facilitators from the first KDP program</li> <li>• A 10% (KDP1) and a 25% (KDP2) of block grants can only go through pre-existing women's groups.</li> </ul>

## KDP2's TERMS AND CONDITIONS – ENHANCING WOMEN'S PARTICIPATION

KDP Stage of Activities	KDP Terms and Conditions
1. KDP dissemination at the kecamatan level (Inter-village Meeting/MAD I)	<ul style="list-style-type: none"> <li>• At least 3 of the 6 village representatives must be women.</li> <li>• The forum must ensure that women's representatives are present in the meeting.</li> </ul>
2. Socialization and selection of Village Facilitators (Musbangdes I)	<ul style="list-style-type: none"> <li>• Of the 2 FDs, 1 must be a woman.</li> <li>• Local support positions should be open to both men and women (at least half of the candidates must be women).</li> <li>• The forum must ensure that women are present in the meeting.</li> </ul>
3. Village Facilitator (FD) Training	<ul style="list-style-type: none"> <li>• FDs are trained on how to facilitate Special Women's Meeting.</li> </ul>
4. Socialization and brainstorming for project ideas the hamlet level and among women's groups.	<ul style="list-style-type: none"> <li>• The number and types of existing women's at groups must be identified.</li> <li>• There should be at least 1 separate socialization and brainstorming meeting with women</li> <li>• Small group discussions with women can be conducted if women are not active in voicing their ideas in the general meeting(s).</li> <li>• FD must ensure that all women are involved in the socialization and brainstorming.</li> </ul>
5. Selection of women's representatives and proposals (Special Women's Meetings)	<ul style="list-style-type: none"> <li>• Women are encouraged to attend the Special Women's Meeting and to voice their ideas.</li> <li>• Meeting schedule must take into account the most convenient time for most women to attend.</li> <li>• 2 proposals are agreed in the meeting: one general women activity and one loan-and-saving activity (SPP).</li> <li>• Women's representatives for Kecamatan and Village Meeting (MAD/Musbangdes) and for Proposal Write Up team are selected.</li> </ul>
6. Selection of village representatives and proposals kecamatan meeting (Musbangdes II)	<ul style="list-style-type: none"> <li>• The proposals from Special Women's Meeting for will be accepted in the meeting without reopening them for debate.</li> <li>• Proposals from women's groups must be included to compete in the Inter-village Meeting II</li> </ul>



7. Inter-village Meeting II (MAD II) to select Financial Management Unit (UPK) and to determine KDP Fund Allocations	<ul style="list-style-type: none"><li>• The forum is encouraged to have both woman and man in the UPK team</li><li>• 10% of the KDP fund must be allocated for the SPP activity</li><li>• Women’s representatives must be given opportunity to express their ideas/opinion.</li></ul>
8. Proposal Write Up	<ul style="list-style-type: none"><li>• Women must be involved in the proposal writing team (TPU), esp. for SPP and women’s proposals.</li><li>• Two of the TPU members must be selected during the Special Women’s Meeting.</li></ul>
9. Proposal Verification	<ul style="list-style-type: none"><li>• Women’s participation in the verification team must be considered.</li></ul>
10. Implementation	<ul style="list-style-type: none"><li>• Women must be given equal opportunity to work on infrastructure and other development projects as men.</li></ul>

Source: Kecamatan Development Program 2 - Petunjuk Teknis Operasional (Operational Technical Guide)

## A.2 Urban Poverty Project-2's Strategy to Ensure Gender Mainstreaming and Equality

Activities	Measures to Ensure Gender Mainstreaming and Equality
1. Socialization and dissemination at each (national, provincial to kelurahan)	<ul style="list-style-type: none"> <li>• Explain and discuss how important women's level participation is for poverty reduction</li> <li>• Explain gender goals of project within its poverty strategy</li> </ul>
2. Consultants and facilitators	<ul style="list-style-type: none"> <li>• Advertisements for all new project staff should state that 'women are strongly encouraged to apply.'</li> <li>• If there are both male and female eligible candidates for positions, females should get priority.</li> <li>• In the selection of facilitators, 50% of candidates should be women.</li> <li>• A minimum of one-third of consultants and facilitators per province should be women.</li> </ul>
3. Training of consultants and facilitators	<ul style="list-style-type: none"> <li>• Include gender-related issues (meeting techniques, timing, facilitation, specific culture, local women identification, etc)</li> </ul>
4. Simple gender manual	<ul style="list-style-type: none"> <li>• Identify local specific and acceptable ways to: (i) ensure women can participate in all aspects of the program; and (ii) to disseminate information to women.</li> </ul>
5. Meeting for selection of community cadre.	<ul style="list-style-type: none"> <li>• At least 40% of participants should be women</li> <li>• 50% of candidates proposed by the community for community cadres should be women</li> <li>• At least 30% of selected community cadres should be women.</li> </ul>
6. Community cadre training	<ul style="list-style-type: none"> <li>• Include gender-related issues (meeting techniques, timing, facilitation, specific cultural issues, local women identification, etc)</li> </ul>
7. Focus group discussion specially on identification, and local institutions analysis	<ul style="list-style-type: none"> <li>• Hold special focus group discussions for women poverty (separately from men)</li> <li>• Ensure that gender sensitive approaches/methods are used that match local conditions (place, timing, facilitation techniques, etc.)</li> </ul>
8. Participants selection for community self and participatory planning training	<ul style="list-style-type: none"> <li>• Try and ensure during socialization that 50% of survey participants are women</li> <li>• At least one-third of the Survey Swadaya members should be women.</li> </ul>



<p>9. Developing BKM process from RT/RW/ Dusun to kelurahan</p>	<ul style="list-style-type: none"> <li>• Try and ensure that 40% of the meeting participants are women</li> <li>• Ensure through socialization that communities are aware that at least one-third of BKM members should be women.</li> </ul>
<p>10. Selecting the UPK</p>	<ul style="list-style-type: none"> <li>• If there are both male and female candidates eligible, females should get priority</li> </ul>
<p>11. Selection of BKM monitoring team</p>	<ul style="list-style-type: none"> <li>• Ensure that 40% of meeting participants are women</li> <li>• Ensure through socialization that 30% of team are women.</li> </ul>
<p>12. KSM proposal writing</p>	<ul style="list-style-type: none"> <li>• Ensure that women KSM proposals are written by themselves (with assistance from community cadre/ facilitator if needed)</li> </ul>
<p>13. Defining proposals priority by 'rembuk' masyarakat' meeting</p>	<ul style="list-style-type: none"> <li>• Ensure women KSM who propose can come to meetings (ie. Be careful with place and timing of meetings to allow women to participate given their local conditions)</li> </ul>
<p>14. Monitoring and evaluation formats</p>	<ul style="list-style-type: none"> <li>• Ensure formats for monitoring and evaluations collect information on women's participation in all aspects of the project, including meetings, women beneficiaries, etc. to improve performance if needed.</li> <li>• Disaggregate regular MIS data by gender.</li> </ul>

Source: *Urban Poverty Project Phase Two Project Appraisal Document - Annex*

### A.3 WSLIC-2 GENDER MAINSTREAMING INTERVENTIONS IN THE COMMUNITY PLANNING PROCESS

Activities	Interventions
<b>Project management</b>	<ul style="list-style-type: none"> <li>Defining project monitoring and evaluation indicators for sustainability that incorporate process indicators for sustainability in terms of gender-sensitive demand-responsive approaches</li> </ul>
<b>Capacity building</b>	<ul style="list-style-type: none"> <li>Orientations on gender-sensitive empowering methodologies for project consultants at all levels (central, provincial and districts) and stakeholders (local government agencies and contractors)</li> <li>Intensive training in gender-inclusive empowering methodologies (i.e. MPA – Methodology for Participatory Assessment, and PHAST – Participatory Hygiene and Sanitation Transformation) for community facilitators and district implementation teams, incorporating substantial in-field practice</li> </ul>
<b>Community engagement process</b>	<ul style="list-style-type: none"> <li>Developing a community planning process that uses a demand-responsive, gender-balanced and socially-inclusive approach (MPA and PHAST)</li> <li>Establishing requirements for participatory gender-sensitive approaches to be used in preparing community action plans (setting criteria related to gender equity for evaluating and approving community actions plans for project funding).</li> <li>Providing training for village implementation team in participatory, gender-inclusive approaches.</li> </ul>

Source: *Sustainability Planning and Monitoring in Community Water Supply and Sanitation* (Mukherjee and van Wijk, ed, 2003).



## A.4 Australian Community Development and Civil Society Strengthening Scheme (ACCESS)

<b>Project Name:</b>	Australian Community Development and Civil Society Strengthening Scheme (ACCESS)
<b>Counterpart:</b>	Directorate General of Community and Rural Empowerment, Ministry of Home Affairs, GOI
<b>Value</b>	AUD\$21.2 million
<b>Length of Program:</b>	February 2002- June 2007
<b>Description of the Project:</b>	<p>ACCESS aims to assist in alleviating poverty by directly supporting community empowerment and civil society strengthening in 8 districts<sup>12</sup> in eastern Indonesia. ACCESS focuses on strengthening civil society organizations, including community based organizations, through capacity building efforts to enable them to more effectively support the communities they serve and to empower the community in gender and poverty inclusive community-led assessment and planning.</p> <p><b>CSO Capacity Building.</b></p> <p>A major component of ACCESS is the capacity building program that provides both generic and needs-specific capacity building assistance to CSO partners. The project provides a comprehensive 4-year generic capacity building program to 52 CSOs in the target districts. This includes a program for Organisational Capacity Assessments and in-field training in a range of management and governance areas, which has resulted in increased capacity in financial management, strategic planning, and community-led gender and poverty inclusive assessment and planning processes. The capacity building aspect of ACCESS aims at enabling CSOs to better respond to their constituent and develop more effective relationships with government for provision of services. In addition, ACCESS has developed a local facilitator training facility which has improved the quality of provincial and district level facilitators (45 to date, 23 men, 22 women). The continuous learning framework adopted by ACCESS has enabled a flexible program approach where lessons learned through monitoring and evaluation activities are regularly communicated with program stakeholders to inform ongoing program implementation.</p>

<sup>12</sup> 8 Districts in eastern Indonesia – NTT – East and West Sumba, NTB – Central and West Lombok, South Sulawesi – Jeneponto and Bantaeng, Southeast Sulawesi – Muna and Buton

<sup>13</sup> ACCESS has worked with local partners to develop and refine a process for use by local CSOs to facilitate participatory, pro-poor and pro-women planning processes within the community, and to guide the development of a concrete action plan for poverty alleviation. Its known by the English term “CLAPP - GPI” – Community led Assessment and Planning with is Gender and Poverty Inclusive.

Support has also been provided for multi stakeholder Civil Society Index workshops in each of the 8 districts, involving CSOs (including customary and religious leaders), Government, local parliament, and private sector and media representatives. The workshops aimed to promote improved understanding of the role of civil society in promoting local development and good governance, and for participants to measure the “health” of civil society against agreed indicators. Following discussion, participants elected a Civil Society Working Group which was tasked to develop an action plan in relation to a particular area of weakness. ACCESS has since been providing support for the implementation of the action plans.

#### **Community Empowerment Support.**

ACCESS provides support by way of technical assistance and grants to help communities implement community empowerment activities that will help improve the overall quality of life for the most traditionally marginalized. Following a participatory planning process facilitated by ACCESS trained local CSOs<sup>13</sup>, grants are provided to support selected community activities in the ACCESS target areas in order to contribute to poverty alleviation and support for community empowerment. Activities that have been supported range widely (as they are determined by the local community - prioritizing aspirations of poor and women) – they have included for example water supply systems, micro credit, agricultural equipment, rehabilitation of local schools. To date, there have been 31567 direct beneficiaries of the community grants program (plus an additional 4408 beneficiaries through the now concluded Bali Rehabilitation Fund). The participatory monitoring and evaluation tools developed by the team, and the MIS used to record and analyse the data has been complimented by a review team and other donors.

#### **Innovative and Special Assistance Grants.**

The innovative grants program compliments the capacity building and community empowerment activities by providing opportunities to support activities outside the 8 target districts, and to provide learning opportunities for partners in more remote, inaccessible areas of eastern Indonesia. There has been a total of 13119 direct beneficiaries of the innovative grants program. Activities supported have been many and varied, including for example the trials of community managed biogas production in Yogya, National Women’s Workshop in Jakarta (closed by the Vice President), development of gender inclusive environmental education manuals, support for research into malnutrition in NTT, the establishment of citizen complaints centres etc,

#### **GOI Coordination**

The counterpart GOI agency at the national level is the Directorate General of Community and Rural Empowerment, Ministry of Home Affairs. District level counterparts are determined by the Bupati’s office. Although no funding support is provided to Government counterparts, ACCESS has developed very good relations with Government at all



<b>Gender Strategy</b>	<p>levels. In most district Governments are contributing their own funds to support program implementation. A variety of mechanisms have been established to ensure this good working relationship – monthly reporting, quarterly meetings with each district, annual meetings and ad hoc meetings related to specific activities. ACCESS has been able to support improved relations between Government and local CSOs, with now many forums for dialogue and cooperation.</p> <p>ACCESS developed a comprehensive gender mainstreaming strategy during the first year of the program. The strategy, which is reviewed and updated annually, identifies key activities to promote gender equity by component, output, and assigns roles, responsibilities and timeframes. It has been used consistently throughout program development and implementation, monitoring and evaluation.</p>
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Stage of Activities	Strategy/ Terms and Conditions
Selection and Training of Provincial Capacity Building Team (TSP – Tim Sumber Daya Propinsi)	<ul style="list-style-type: none"> <li>• At least one of the 3 TSP must be female</li> <li>• Training includes sessions on why the Gender and Poverty Inclusion (GPI) focus, improving awareness and understanding of inequalities, practical strategies to improve involvement of women (timing, location of meetings, facilitation styles.)</li> </ul>
Selection of local CSOs	<ul style="list-style-type: none"> <li>• Selection of CSO partner using a variety of criteria including – 1 of the 2 field staff must be a woman, both must speak local language</li> </ul>
Socialisation of the approach to district and then village government (emphasizing the gender and poverty focus)	<ul style="list-style-type: none"> <li>• Briefing with district (and sub district) government counterparts</li> <li>• Briefing of village government – why the focus on poor and women</li> </ul>
Socialization and selection of Village Facilitators (Pleno 1)	<ul style="list-style-type: none"> <li>• The process and GPI focus explained during community meeting</li> <li>• The community then elects 2 community facilitators, 1 of whom must be a woman.</li> </ul>
Local CSO and Community Facilitator Training	<ul style="list-style-type: none"> <li>• Learning needs assessment undertaken, highlighting differences in learning needs</li> <li>• Decision made as to whether to hold preparatory training for females who may have less experience prior to “formal” commencement of training</li> <li>• Support for child minding made available during training</li> <li>• Facilitators encourage active participation of females during program</li> <li>• Evaluation of training disaggregated by gender</li> </ul>
Village Assessment	<ul style="list-style-type: none"> <li>• Commence with mapping by the community, rich, middle and poor, identification of female headed householders</li> <li>• Assessment tools to promote greater understanding and discussion of roles and workloads of men and women - include analysis of household workload by gender, access to household</li> </ul>

	<p>income by gender, seasonal calendar by gender etc. These tools are undertaken separately by men/women, results discussed at mixed meeting.</p> <ul style="list-style-type: none"> <li>• FGDs during assessment phase works with poor householders, always split by gender</li> <li>• Results of key stages of analysis, causes of poverty, prioritizing of action/objectives to reduce poverty, done separately, presented by women/men to the larger mixed group.</li> </ul>
Community discusses the results the assessment process (Pleno 2)	<ul style="list-style-type: none"> <li>• Any request for support for implementation of action plan must of clearly illustrate it is addressing priorities identified by women (must be amongst top priority identified by women's group)</li> </ul>
Planning Process	<ul style="list-style-type: none"> <li>• Planning team selected by community. 50% of team must be women</li> <li>• A gender breakdown of who will be direct beneficiaries of all activities must be provided (including capacity building).</li> <li>• Agreed rules/regulations in relation to community team management, and gender roles and responsibilities, is agreed during planning process</li> </ul>
Village-based Appraisal	<ul style="list-style-type: none"> <li>• Appraisal team (3 people, at least one woman) comes to the village. Team briefed on the gender focus of the program, the need to give positive support/encouragement to women during appraisal</li> <li>• Results of assessment and planning process presented by community men and women</li> <li>• Discussion of issues related to technical and social aspects of proposed plan</li> </ul>
Signing of Project Grants Agreement (PGA)	<ul style="list-style-type: none"> <li>• AT PGA ceremony, emphasis is again given to the focus on activity being on the traditionally marginalized, poor and women</li> </ul>
Participatory Monitoring	<ul style="list-style-type: none"> <li>• 6 monthly community development snapshots undertaken with separate groups of men and women, information/data recorded separately</li> <li>• CDST is a set of tools developed to monitor progress in terms participation rates of women, women's involvement in activities, women's involvement in decision making forums; CSO facilitator then promotes discussion of any "gaps" in relation to access and role of men and women, and works with the community to develop a strategy to increase womens involvement over the next 6 months.</li> <li>• Additional support has been provided based on CDST findings – eg community women leadership training, development of GPI checklists for use in future planning</li> </ul>
Participatory Impact Evaluation	<ul style="list-style-type: none"> <li>• Data for impact evaluation obtained through separate FGDs with men and women. Impact looks at changes in income, skills, relations between men and women.</li> </ul>

Source: AusAID Community Development and Civil Society Strengthening Scheme (ACCESS) Gender and Poverty Inclusion (G/PI) Strategy and Implementation Plan 2002-2006



## A.5 Neighborhood Upgrading and Shelter Sector Project (NUSSP)

<b>Project Name:</b>	<b>Neighborhood Upgrading and Shelter Sector Project (NUSSP)</b>
<b>Counterpart:</b>	Asian Development Bank
<b>Value</b>	\$88.6 million (out of which \$20 million ADB's Asian Development Fund).
<b>Length of Program:</b>	September 2005-
<b>Description of the Project:</b>	<p>The Neighborhood Upgrading and Shelter Sector Project (NUSSP) was approved by the ADB Board of Directors on 19 December 2003. The Project was declared effective on 31 March 2005 and has effectively been implemented since September 2005. The Project's goal is to help improve living conditions of the urban poor, who will participate in, and benefit from, improved shelter development, management, and financing processes that will increase their assets and improve their well being. The project purpose is to upgrade slums, improve housing, and provide new housing for the poor project participants. The Project will improve local shelter planning and provision systems to respond efficiently and in a sustainable manner to the needs of the urban poor. The Project is being implemented in 32 locations across the country.</p> <p>The scope of the Project includes (i) Component A: improvement of site planning and management systems to upgrade sites and establish new ones for the urban poor; (ii) Component B: access to shelter finance by the poor through a central financial institution and local financial institutions and their branches; (iii) Component C: upgrading of poor neighborhoods and new site development; and (iv) Component D: strengthening of sector institutions to deliver the program.</p> <p>The Project's approach is to integrate all components in the participating local governments, which have been chosen on a competitive basis, taking into consideration their willingness to contribute resources to the Project and the proportion of their populations in informal settlements. The Project is primarily designed for local governments classified as provincial capitals, metropolitan cities, or large or medium-sized urban areas, which have significant slum areas suitable for upgrading. The Project addresses key constraints on provision of affordable shelter to low-income groups—inadequate shelter planning and shelter finance, slum upgrading based on community demand, and new site development. Cost sharing by national and local governments is an integral part of the Project. Project investments are being identified through a participatory, community-driven development (CDD) process under which poor communities develop neighborhood upgrading plans (NUPs), directly receive funds in tranches to implement these, and provide in-kind and in cash contributions to these small-scale projects. The microfinance component is being delivered through Permodalan Nasional Madani (PNM) through a credit line of \$17.0 million, which is being on-lent through local financial institutions (including cooperatives, savings and loan groups, etc.) to the end borrowers.</p>
<b>GOI Coordination</b>	Ministry of Public Works
<b>Gender Strategy</b>	

## NUSSP Participatory Planning Process (PPP) Strategies to Ensure Women's Participation and Representation

Activities	Strategy/ Terms and Conditions
Conduct of specific consultations with women's groups	<ul style="list-style-type: none"> <li>• Consult women separately and jointly by establishing trust and opening up the opportunity for them to be heard as collaborators in the community development process, which affects them and their household;</li> <li>• Organize specific group meetings with women in order to ensure that their interests would come out during community-wide consultation meetings or meetings with other groups; and</li> <li>• Special attention should be focused on drawing participation of the poorest women</li> </ul>
Creation/Capacity Building of Community Self-help Groups (CSGs)	<ul style="list-style-type: none"> <li>• Involve CSGs representing both women and men, thus ensuring a balance of perspectives on issues as well as benefits</li> <li>• Ensure that CSGs have a minimum of 30% representation of women</li> <li>• Participation of women in capacity building activities (at least 40% of participants in training courses are women) based on a comprehensive needs assessment</li> <li>• Specific capacity building programs may be specially developed for women depending on needs</li> <li>• Establish sub-groups (involving women only) and provide training for the group to ensure women's active participation in community organizations and in all the other activities under the Project</li> <li>• Define the roles and responsibilities of group members. Establish grievance mechanisms for the resolution of conflicts related to user rights and responsibilities</li> <li>• Consider facilitating the establishment of an urban forum for women in the slums</li> <li>• Initiate gender sensitivity exercises among members of CSGs</li> </ul>
Representation in the Community Committee	<ul style="list-style-type: none"> <li>• Ensure representation of women through women's organizations in the Community Project Committee</li> <li>• See to it that at least 1/3 of the members are women</li> <li>• Appointment of a woman counterpart to a male Planning Coordinator and vice-versa, to promote balance in facilitating activities in the community</li> </ul>
Conduct of Socio-economic Surveys of Target Communities	<ul style="list-style-type: none"> <li>• Identify the socioeconomic profile of key stakeholder groups in the target population and disaggregate data by gender as far as practicable</li> <li>• Examine gender differences (disparities) in knowledge, attitudes, tasks, practices, roles, constraints, needs, and priorities, and the factors that account for such differences</li> <li>• Involve local women in collection of data to encourage participation of other women as respondents</li> </ul>



Preparation of the Neighborhood Upgrading Plan (NUP)	<ul style="list-style-type: none"> <li>• Establish sub-groups (for women) in the preparation of NUP in order to ensure that their interests and concerns are ventilated</li> <li>• Provide capacity building for women in urban planning and management depending on needs assessment</li> <li>• Involve local women in the planning process through representation in community organizations and in Community Project Committees</li> <li>• Train women and men in the operation and maintenance of facilities</li> </ul> <p>Consider women's willingness to pay and affordability of sub-project components, specially among female-headed households or when the women are the breadwinners</p>
Participation in the Implementation Sub-project Components	<ul style="list-style-type: none"> <li>• Involve local women in the management of the sub-projects of either through direct involvement in their implementation (i.e. construction, maintenance, etc.) or as support staff (i.e. accounting, disbursement of funds)</li> <li>• Provide leadership role to women or women's groups in certain aspects of the subprojects' implementation</li> </ul>
Participation in Monitoring and Evaluation	<ul style="list-style-type: none"> <li>• Participatory monitoring and evaluation (PME) based on gender disaggregated data</li> <li>• Identify suitable PME methodologies</li> <li>• Train local women in PME methodologies</li> <li>• Provide roles for women to undertake in relation to actual monitoring and evaluation of sub-project implementation</li> </ul>
Access to housing finance	<ul style="list-style-type: none"> <li>• Identify restrictions for women's access to housing titles etc.</li> <li>• Advocate for the removal any restrictions for women's access to housing titles and housing finance</li> </ul>
Identification and Role of Participating Non-Government Organizations in Housing Finance	<ul style="list-style-type: none"> <li>• Women represented in the participating NGOs in housing finance</li> </ul>
Strengthening National, Regional, Local Systems for Planning, Regulation, and Oversight of Shelter and Shelter Finance	<ul style="list-style-type: none"> <li>• Develop systems that would duly consider peculiar needs and and concerns of women</li> <li>• Involve women representation in bodies or committees that would be created to look into the development of national, regional, and local systems for planning and other purposes</li> </ul>
Project Management Support	<p>Human resources</p> <ul style="list-style-type: none"> <li>• Include a poverty specialist with experience in gender and development in the Community Development Consultants</li> <li>• Project management progress reports include progress in terms of addressing the gender disparities identified in the survey</li> </ul> <p>Research Studies</p> <ul style="list-style-type: none"> <li>• Gender-disaggregated data collection</li> <li>• Qualitative studies on the impact of the Project on poor women and men</li> <li>• Document the gender sensitive participatory approach applied in the Project</li> </ul>

Source: Neighborhood Upgrading and Shelter Sector Project (NUSSP) Gender Analysis and Strategy

## Annex B

# Fieldwork Manual and Data Collection Sheets

### *Instruction to teams*

1. Make sure to explain this is not an evaluation of the projects, but an opportunity to learn from them for the strategy formulation for PNPM. Their inputs and experiences - bad as well as good – will be very much appreciated and valued.
2. Together with the consultants and project staff the team should go through the indicators and identify who useful key informants would be and then try to schedule meetings with these people around the field visits
3. In choosing locations, some suggested criteria are the following:
  - a. If the Kecamatan has a mix of accessible and less accessible villages included in the project, make sure that at least one of the less accessible villages is visited;
  - b. If there are other projects working in the area choose villages where there are overlaps as well as where there are not so that the impact of the projects on each other can be seen;

Other: (each team should discuss and add other suggestions from their experience here and use SMS to send between teams)

### A. Project Preparation and Management

#### **Indicator A1: Background analysis**

**Hypothesis:** Gender analysis and assessment and consultation on gender is carried out as part of project preparation

#### **Guiding questions:**

- Gender data used to inform the project preparation and “gender strategy?” (assessment, gender profile)?
- Are consultation carried out, specifically related to gender or with women?
- Does baseline survey include gender data



**Source of data:**Project documents and discussions with staff in Jakarta

**Indicator A2: Donor Documents**

**Hypothesis:** Donor's preparation documents adequately address gender

**Guiding questions:**

- Are there gender-specific goals and objectives?
- Is there a gender component/strategy?
- Are there gender indicators in the key performance indicators or the M&E framework?
- Are there targets for women participation?

**Source of data:**Project documents and discussions with staff in Jakarta

**Indicator A3: Government/project documents**

**Hypothesis:** Government's operational documents adequately reflect the gender strategy

**Guiding questions:**

- Is the gender component/strategy included in the operations manual?
- Is there a project policy on gender?
- Are there a clear set of outputs and outcomes identified to monitor the implementation of the strategy?
- Are roles and responsibilities clearly articulated to implement the strategy?
- Are there clear procedures to encourage women's participation?
- Do the reporting forms record gender dis-aggregated data?

**Source of data:**Project documents and discussions with staff in Jakarta

**Indicator A4: Donor support**

**Hypothesis:** Donors provide support for implementing the gender strategy

**Guiding questions:**

- Is the strategy inline with donor gender policies?
- Do donors supervise gender strategy and provide follow-up including support for relevant budgets?

**Indicator A5: Government/project management support**

**Hypothesis:** Government project management supports the implementation of the gender strategy

**Guiding questions:**

- Does the annual/quarterly review planning and budgeting include an analysis of gender performance?

- Do program managers provide leadership and incentives for implementation of the gender strategy?

**Indicator A6: Stakeholder understanding of gender strategy**

**Hypothesis:** Gender strategy, components and procedures are well understood by all stakeholders

**Guiding questions:**

- Has there been any effort to socialize gender strategy and procedures
- How did the stakeholders find out about these?
- How did they get the information (who, where and when)

**Indicator A7: Legal and policy environment**

**Hypothesis:** Legal policy and regulatory environment support the implementation of the gender strategy

**Guiding questions:**

- Has the government gender mainstreaming policy had any affect promoting implementation of the project gender strategy?
- Are there project related SKs issued to support the project institutional arrangements on gender?
- Are there Perda or other local regulations that limit the participation of women?

**B. Staff and Training**

**Who are the staffs?**

- Project consultants/managers- including facilitators and trainers
- Government of Indonesia
- NGO/CSO partners

**General staff questions:**

- How do you understand the program?

What is your role and responsibility within the program?

**Indicator B1: Gender Awareness of Project Implementers**

**Hypothesis:** Government staff, consultants, and partners understand the concept of gender

**Guiding questions:**

- What do you understand by the term gender?



- Do you think gender equity is important, if yes and no why?
- How can you implement gender in your programs?

**Sources of information:** Key informant interviews with Government staff, consultants, partners

### **Indicator B2: Implementers awareness of gender in the project**

**Hypothesis:** Government, staff, consultants, and partners understand the concept of gender within the program/project (cross check between stakeholders?)

#### **Guiding questions:**

- What is your understanding of the role of gender in the program?
- How is gender incorporated in the program?
- In your TOR is there a specific gender requirement?
- How is gender addressed in [your] performance appraisals?
- What would make you pay more attention to gender in your work?

**Sources of information:** Key informant interviews with Government staff, consultants, partners

### **Indicator B3: Recruitment**

**Hypothesis:** The recruitment process promotes gender-sensitive and balanced staffing and teams

#### **Guiding questions:**

*For government staff:*

- Was any consideration of gender balance/sensitivity taken into account in selecting/appointing project staff?
- Is there a quota or target for recruitment of women staff?

*For individual consultants/facilitators:*

- Is there a quota or target for recruitment of women consultants/facilitators?
- How is gender addressed in the advertisement for all staff? (encourages women to apply, qualifications include gender knowledge)
- In staff interviews are applicants asked about their gender knowledge?
- What problems do recruitment teams face in recruiting women consultants/facilitators (not enough women apply, the women do not meet the criteria of the short list, intimidated in interviews, cultural factors)
- Is an understanding of gender a requirement in recruitment?

*For consultant companies:*

- Did the request for proposals specify gender balance/gender sensitive teams or specific gender skills?
- Were these taken into account in the evaluation of the proposals and selection of the team?

**Sources of information:** Key informant interviews with Government staff, consultants, partners

#### **Indicator B4: Training**

**Hypothesis:** Training provided staff with advanced knowledge of gender and how to implement it in programs

**Guiding question:**

- What kind of gender training was there for all staff? Was it general and/or technical?
- How many days was the training?
- How many trainings have there been?
- What was its affect on: Your understanding of gender; Your capacity to raise gender issues; On how you addressed gender in the program; On how you addressed gender in other programs?
- What was the content of the training- gender materials? Was the gender training applicable for activities you carried out? If yes why, if no why?
- What was your understanding of gender before and after the training?
- Is gender training separate or within all training? Is there a gender component of capacity-building or partners/counterparts/participants?
- Who participated in the gender training?

**Sources of information:** Key informant interviews with Government staff, consultants, partners

#### **Indicator B5: Work conditions**

**Hypothesis:** There is an enabling working environment for women staff/consultants/facilitators?

**Guiding questions:**

- Turn-over/Is there a higher turnover of men or women staff/consultants/facilitators, why?• Maternity leave/Are there provisions for maternity/paternity leave?
- Child care/Are there child care provisions at place of work?
- Housing/Do travel or accommodation policies take account of women's needs or cultural constraints?
- How are the challenges facing women staff/consultants/facilitators identified?
- What changes have been made to improve them?



- Do women staff/consultants/facilitators feel threaten differently?

**Sources of information:** Key informant interviews with Government staff, consultants, partners

## C. Implementation

**Indicator C1:** Socialization/dissemination

**Hypothesis:** Women has a wide access to project information

**Guiding questions:**

- How do they know about project? From whom?
- Is there any specific socialization for women groups?
- Is there any quota mechanism for women participation?
- What is women participation rate?
- Is local language used in socialization?
- Is gender strategy/policy discussed in that socialization? What is the material given during the socialization? Is the presentation interesting?

**INDICATOR C2: TEAM/BODY FORMATION:**

**Hypothesis:** Women has strategic role and position in project decision making

**Guiding questions:**

- How high is the level of participation of women in teams/bodies? What are their positions?
- Is the process of these teams/bodies gender sensitive?
- Is there quota for women in team/body formation?
- Is women members voicing their opinion? Is this voice heard?

**INDICATOR C3: PROBLEMS MAPPING:**

**Hypothesis:** Women's interest related problems are identified in the problems mapping on the project's location

**Guiding questions:**

- Is there a special effort to identify women related problems? Who identifies it (the women themselves or other parties)?
- How does that effort conducted?

**INDICATOR C4: TRAINING**

**Hypothesis:** Women has the capacity to participate in every project's stage

**Guiding questions:**

- Are women's knowledge, skills and potential acknowledged and respected?
- Is women's formal capacity enough to support them to participate in the project?
- Does women's social capacity allow them to be involved in project's activities?
- Does the project have a procedure/mechanism to overcome the limitation of women's capacity?
- Is there a need assessment conducted in the attempt to design a training?
- Is there a gender awareness training for facilitators/volunteers?
- Is the training designed to increase women's practical capacity in order to meet the project's requirements? Is there a need assessment conducted to find out the different learning needs for men and women? And is the training formulated based on that assessment?

**INDICATOR C5: Community understanding of gender**

**Hypothesis:** Men and women in the project's location has a high gender awareness

**Guiding questions:**

- Does the community think it is important to involve both men and women? Why?
- Does women have difficulties to be involved? Why?
- What efforts have been taken to increase women's involvement?
- What is the future plan to further increase women's involvement?

**INDICATOR C6: Reflection of women's priorities**

**Hypothesis :** Project's procedure/mechanism ensure women's needs/priorities reflected in the funded proposal

**Guiding questions:**

- Is there any effort to identify women's needs/priorities?
- How is that priority accommodated in the proposal?
- Is there any policy to ensure that that priority is accommodated?
- Is there any criteria that makes it possible for the above proposal to be funded?
- Is the accommodation of women's needs/priorities one of the requirements for funding?
- Does the mechanism of women's proposal influence the involvement of women?



### **INDICATOR C7: Inclusion of poor women**

**Hypothesis:**All poor women has the same opportunity to participate in the project

**Guiding questions:**

- Are there certain groups that are marginalized in the project's cycle?
- Is there any procedure to ensure that certain groups is encouraged to participate?

### **INDICATOR C8: Beneficiaries**

**Hypothesis:**Women are the beneficiaries of the project

**Guiding questions:**

- Does the project target women specifically as beneficiaries?
- What is the percentage of women as beneficiaries ?
- Is there any quota for women as beneficiaries?
- What are the benefits that women get? (economy, spare time, etc.)

### **INDICATOR C9: Participation**

**Hypothesis:**Women participate in implementation and money

**Guiding questions:**

- Is women involved in planning?
- What is the strategy/way to ensure women's involvement in planning?
- Is women involved as implementators? What are their positions?
- If both men and women are recruited as workers, do they receive the same payment for the same work?
- What is the percentage of women's participation?
- Is women involved in monitoring?
- Is there is a malpractice, can women do something about it?
- Does women have access to information? E.g information on project's raw material.
- Can women coordinate with other parties?
- Is women's involvement voluntary? Is this a burden for them or do they do it happily?

## D. Impact

### Indicator D1: Women and O&M

**Hypothesis:** Women are strongly influencing and participating in project operation and maintenance in terms of

**Guiding questions:**

- Management: are women involved in the management of activities?
- Fee: are women involved in the raising/management of funding for maintenance?
- Labor: are women involved as labors in execution and maintenance?
- Paying: do women also pay maintenance fee?

### Indicator D2: Quality of Women's Lives

**Hypothesis:** Project has improved quality of women's lives in terms of

**Guiding questions:**

- Income: is there any increase in women's income?
- Time: do women have more spare time for themselves?
- Standing in community: is women's existence acknowledged in the community?
- Changing relationship: is there any change in terms of roles of and relationship between men and women?
- Gained new skill and knowledge: is there any increase in women's skills and knowledge after they are involved in the project?

### Indicator D3: Women in village decision-making

**Hypothesis:** Women influence decision making more (outside project) and local government at village level.

**Guiding questions:**

- Do women get more involved in the village's decision making process (e.g. village budgeting, selecting BPD members)?

### Indicator D4: Women in local government

**Hypothesis:** Women are more influencing in decision making and local government outside village level.

**Guiding questions:**

- Do women have more influence in the decision making process outside of the village (e.g. in the Kecamatan planning and development meeting, in regional regulation drafting)?



**Indicator D5: Impact on government**

**Hypothesis:** Government and institutions provide services that are more gender sensitive

**Guiding questions:**

- Is there any real action on behalf of the government and institutions that reflect gender sensitiveness? If there is, why and in what way? If not, why?

**Fieldwork Worksheet:**

Province : .....

Village : .....

Project : .....

No	Questions	Score	Remarks
<b>A. Project Preparation and Management (PS: information for indicator A1 – A3 collected in Jakarta)</b>			
<b>A4</b>	Donor procedures have supported implementation of the gender strategy	0 1 2 3 4	
<b>A5</b>	Government management procedures have supported implementation of the gender strategy	0 1 2 3 4	
<b>A6</b>	All stakeholders understand the gender strategy and components	0 1 2 3 4	
<b>A7</b>	Government policies, regulations support implementation of the gender strategy	0 1 2 3 4	
<b>B. Staff and Training</b>			
<b>B4</b>	Government staff, consultants, and partners understand the concept of gender	0 1 2 3 4	
<b>B5</b>	Government, staff, consultants, and partners understand the concept of gender within the program /project (cross check between stakeholders?)	0 1 2 3 4	
<b>B6</b>	The recruitment process promotes gender-sensitive and balanced staffing and teams	0 1 2 3 4	
<b>B7</b>	Training provided staff with advanced knowledge of gender and how to implement it within programs	0 1 2 3 4	
<b>B8</b>	There is an enabling working environment for women staff/consultants/facilitators	0 1 2 3 4	
<b>C. Implementation</b>			
<b>C1</b>	Women has access to project implementation (who, how, why)	0 1 2 3 4	
<b>C2</b>	Women have roles and positions in project decision making (who, how, why)	0 1 2 3 4	
<b>C3</b>	Women's problems and priorities are identified in problem identification activities (who, how, why)	0 1 2 3 4	
<b>C4</b>	Women have capacities to participate in each stage of the project (who, how, why)	0 1 2 3 4	



<b>C5</b>	Men and women in project locations have high awareness of gender (who, how, why)	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>C6</b>	Project procedures ensure women's needs and priorities are recognized and funded (who, how, why)	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>C7</b>	<u>All</u> women have the same opportunities to participate in the projects (who, how, why)	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>C8</b>	Women are among project beneficiaries (who, how, why)	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>C9</b>	Women participate in implementation and monitoring activities (who, how, why)	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>D. Impact</b>			
<b>D1</b>	Women are strongly influencing and participating in project operation and maintenance in terms of	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>D2</b>	Project has improved quality of women's lives in terms of	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>D3</b>	Women are more influencing in decision making (outside project) and local government at village level.	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>D4</b>	Women are more influencing in decision making and local government outside village level.	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>D5</b>	Government and institution provide services that are more gender sensitive	<b>0</b> <b>1</b> <b>2</b> <b>3</b> <b>4</b>	
<b>Great Ideas</b>			
<b>Memorable quotes</b>			
<b>Lessons Learned</b>			

## Annex C. Summary of Ratings

KDP							WSLIC				
	Team 1		Team 2	Team 3	sub-ind.	Indicator Average	Team 2		Team 3	sub-ind. Avg	Indicator Average
	NTB	SulSel	JaTim	SumBar	Avg		JaBar	JaTim	SumBar		
					0						
<b>Strategies and Formulation</b>											
A1	Background analysis										
A2	donor Documents										
A3	Government/project documents										
A4	Donor support		2	3		2.5	4			4.00	
A5	Government/project management support		2	3	0	0	4		0	2.00	
A6	Stakeholder understanding of gender strategy		1	2	2	2	2	2	1	1.67	
A7	legal and policy environment		1	2	2	0	1.25	3	2	0	1.67
						1.8					2.6
<b>Staffing and Training</b>											
B1	Gender Awareness of Project Implementors		1	2	3	2	2	1	3	0	1.33
B2	Implementors awareness of gender in the project		2	2	2	2	2	2	2	1	1.67
B3	Recruitment		1	2	3	3	2.25	1	1	1	1.00
B4	Training		1	2	2	2	1.75	1	1	2	1.33
B5	Work conditions			3	3	3	3	1	3	0	1.33
						2.2					1.3
<b>Project Implementation</b>											
C1	Socialization		2	2	3	2	2.25	2	3	1	2.00
C2	Project teams and institutions		2		2	2	2	3	3	2	2.67
C3	Identifying issues		2	2	3	2	2.25	2	3	2	2.33
C4	Community level training		2	2	4	2	2.5	2	3	2	2.33
C5	Community understanding of gender		2	1	2	0	1.25	1	2	0	1.00
C6	Procedures and mechanisms		3	2	4	3	3	1		2	1.50
C7	Poor womens opportunity to participate		2	2	2	1	1.75	2	3	1	2.00
C8	Women as project beneficiaries		2	3	3	3	2.75	2	3	3	2.67
C9	Participation in project implementation		3	2	2	2	2.25	1	2	2	1.67
						2.2					2.0
<b>Impact</b>											
D1	Women and O&M		2	2	2	2	2	1	2	2	1.67
D2	Quality of Women's Lives		3	2	3	3	2.75	2	3	2	2.33
D3	Women in village decision-making		2	1	0	1	1	1		1	1.00
D4	Women in local government		1	1	0	1	0.75			1	1.00
D5	Gender sensitive government services		2	2	0	0	1				
						1.5					1.5



## Annex D

# Summary of Workshop Findings

## Kecamatan Development Project (KDP)

### 1. Participation

Positive	Negative
<ul style="list-style-type: none"> <li>• Quota and special meeting for woman (MKP) is effective to increase woman participation</li> <li>• Woman involved in project teams (project formed-team).</li> <li>• MKP give an opportunity to provide broader/wider socialization for woman.</li> </ul>	<ul style="list-style-type: none"> <li>• Not absolutely improve woman capacity to influence decision making in usual meeting (mix man &amp; woman)</li> <li>• Usually; MKP results woman's proposal and usual meeting/mix meeting results man's proposal.</li> <li>• Implementation of woman quota view as project rules (technical) to follow but not as basic concept (behind the rule).</li> <li>• Minimum participation in monitoring &amp; implementation.</li> <li>• Minimum participation of poor woman in socialization and project proposal planning.</li> </ul>

### 2. Impacts

Positive	Negative
<ul style="list-style-type: none"> <li>• Sustainability.</li> </ul>	<ul style="list-style-type: none"> <li>• An assumption that poor woman are not too eligible to get credit from SPP (Woman special credit).</li> <li>• Woman get no benefit from construction project (unpaid workers)</li> <li>• Has no impact on gender relation</li> <li>• Not sustain because self-determining process which is not connected with regular process.</li> </ul>

### 3. Implementation

Worked (Berhasil)
<ul style="list-style-type: none"> <li>• MKP gives opportunity to woman to participate.</li> <li>• Quota system in community meeting (musyawarah) gives channel to woman to participate and an access to get information.</li> <li>• Enabling environment for woman facilitators.</li> </ul>



#### **Sometime Worked (Kadang –kadang berhasil)**

- MKP is an event to prepare woman to be active at usual meeting (mix meeting).
- SPP gives access to woman to get credit.

#### **Didn't Worked (Tidak berhasil)**

- Woman participation in monitoring and implementation (at construction/infrastructure project)

#### **Innovation**

- SPP member taking turns in organizing their monthly *arisan*

### **4. Lesson Learnt**

- Facilitator capacity is an implementation success key, so the facilitator capacity building needs to be focused on knowledge and skill improvement.
- MKP improve woman capacity, so they can voice their opinion.
- Special training for SPP to generate income and business development are not available, it cause the money of SPP is not grow.
- Woman proposal that rise frequently is on capacity building/training but always rejected in inter-village or kecamatan competition.

#### Gender mainstreaming interventions:

- More training for government officials in gender mainstreaming and how you implement gender in programs/activities
- Specific regulation at the local level in planning, implementation and M&E
- National Government supports through specific budgets from MOHA (at the accountable gender mainstreaming implementing agency) the collection and analysis gender disaggregated data at district level
- Need support from CSO/NGO and mass organizations like PKK to promote gender mainstreaming

#### Affirmative action measures:

- In PNPM empowering women should become a specific objective out of overall objective of empowering communities to alleviate poverty
- Outcome indicators: Numbers of women elected to village government increases (Village/ local governance/Political)
- New women's businesses started- growth of existing women's small enterprises (economic empowerment) women moving from informal to formal sector;

#### Donors role:

- Support implementation and capacity-building (including supervision) and civil society involvement for monitoring
- Project documents include clear gender strategies and performance indicators
- Appraisal gender strategy carried through into government documents
- Follow up on monitoring

## Recommendation:

- There should be an oversight working group (Committee) for PNPM that is above the PNPM coordinating committee. The Ministry of Women's Empowerment should be a member of both committees.
- Ministry of Women's Empowerment should have their own team including CSO that develops roles and responsibilities for women's empowerment for implementing agencies.
- Separate body (women's caucus) at the District level that monitors each agency's roles and responsibilities
- National and District women's caucus
- Performance indicators on gender mainstreaming/women's empowerment
- Link to other government reforms- promoting merit-based recruitment and selection
- Government advertisement campaigns- either quota or statement "strongly encourage women to apply."

## 5. *Project Requirements*

- Support quota system through quarterly reporting to the donor on progress issues and plan to address the shortfalls'
- Set up a progressive quota system with starting minimum 30% and moving higher over time.
- Reward system for achievement of quota (some kind of additional funding/bonus for gender equity)
- Evaluation of gender participation and impact discussed at annual review and follow up planning
- Strengthening knowledge and skills through cross learning within a project and cross project- must build into SOP and annual budget
- Need to test as a part of a recruitment process for openness, flexibility and commitment to social justice
- Review existing gender training modules and develop a standardized module- basic and advanced for large-scale CDD program
- Accreditation for NGOs (or other providers) to deliver the training for CDD program
- Involve local figures in advocating gender awareness in the project cycle. There is an activity to identify local figures and involve them as project implementers
- Need to have separate meetings for women at early stages to identify women needs as well as to build up capacity of women representatives.

## 6. *Staffing*

- Maternity leave should be included in staff contracts (basic salary paid for minimum of 2 months)
- Paternity leave should be included in staff contracts (paid leave for 1 week)
- Recruitment has to accommodate internship system for women engineers that overcomes the criteria that limits women's participation including quota for women staff at all levels (especially Kabupaten)



- Capacity building for facilitators in relation to gender mainstreaming (how to implement gender in the field)
- Recruitment process (advertisement, administration, process- interviews etc) should take into account gender awareness- background and knowledge of the applicants into consideration so staff recruited are more likely to be self-motivated
- Gender awareness training for every new staff members (including government and firms)
- Gender awareness training for existing staff. Not only on women moving to public sector but also on changing men at the domestic level
- Sanctions for firms who do not accommodate gender mainstreaming
- Special capacity building for men and women in relation to their position in gender mainstreaming
- Followed with mix group capacity building (for women and men)
- There should be a hierarchical continuous training (curriculum basic to implementation)
- Cost sharing with government should include funding for training and socialization for gender mainstreaming
- Use participatory training as the methodology
- Standardized modules as a guidance should be flexible though for innovation, reflection and learning
- Standardized quality and perception of trainers through TOT
- Media used for training should be gender-sensitive

#### **7. *Action points for sustainability and links to local government***

- Affirmative action to strengthen separate women's meetings to participate and influence mixed group meetings and village proposals.
- Revise CF training and community women training to engage in long term development and empowerment process
- Preparing the case through research that women's participation increases sustainability of projects/programs
- Quotas for women in leadership positions of TPK (implementation team) and M&E teams?
- Program requirement for Pemdads to commit resources to capacity-building as a precondition for inclusion in the program
- PNPM develops a gender strategy (including objectives, targets/quotas, budgeting, capacity-building and M&E and socialise it clearly at the national and local government level
- PNPM links with line agencies at the local level to provide gender sensitive capacity building
- Operating procedures with specific mechanisms on local government (executive and legislature) on engagement on gender mainstreaming in the entire program cycle
- Top up award for local governments that demonstrate gender sensitive program management
- Identification of CSOs with demonstrated gender equity related skills to a) provide capacity-building and b) to conduct independent monitoring and evaluation

## Annex E

## Matrices

Matrix 1: Strategy and Formulation

	ACCESS	KDP	WSLIC	NUSSP	UPP
<b>Gender Strategy</b>	Yes	Action Plan for integrating gender	Yes included in project operational guidelines	Yes (within Appendix 12 of Report and Recommendations 2003 it states that gender action plan is being prepared and will be included as a supplementary)	Yes
<b>Specific Project Objectives</b>	No	No	No	No	No
<b>Affirmative Action Measures</b>	No	PAD: Equal numbers of men and women facilitators Within Government and World Bank loan agreement: Inputs: % of women in village meetings and % beneficiaries who are women	PAD: Project will provide training, community processes and monitoring to ensure effective participation by women and poor. Gender Strategy: Project rules will mitigate domination of planning and decision-making by elites and/or men alone	No	Gender Mainstreaming strategy: 50% facilitators should be women; If both male and female eligible candidates female should get priority
<b>Performance Indicators</b>	<ul style="list-style-type: none"> <li>Log-frame: 85% of organizations participating in CLAPP training able to use a gender and poverty inclusive approach to facilitate community assessment and planning.</li> <li>Access Approach: Community Output: Practical approaches to gender poverty inclusive community development</li> <li>Civil Society Organization (CSO) output: Gender &amp; poverty sensitive approaches</li> </ul>	Log-frame: Outcome Indicator for inclusive decision-making: Annual 10% increase in active participation rates with at least proportional growth by women Within government and World Bank loan agreement: inputs- % of women in village meetings and % beneficiaries who are women	<ul style="list-style-type: none"> <li>Gender Strategy: Sector indicator gender balanced WSS management and institutions</li> <li>Log-frame: Output indicator: village management and control of water shared equitable by both men and women</li> </ul>	No performance indicators however, in the Aide Memoire 11 October to 15 December 2006 point 18 mentioned gender as part of other general concerns	Log-Frame project development objective: transparent mechanisms: Output indicator: Fraction of women in BKM; % of women benefiting from sub-projects Podoman: BKM= the % of women as members= 20% Podoman: % of women in KSM= 30%



	<ul style="list-style-type: none"> <li>• Community outcome: Improved community capacity to undertake gender inclusive and pro poor village development</li> <li>• CSO outcome: Improved CSO performance to support poverty alleviation and gender equity</li> <li>• Gender/Poverty Inclusion indicator: increasing participation of women</li> <li>• Increased participation of women in CSOs</li> </ul> <p>Reported 80% satisfaction rating of women with ACCESS support</p>				
<b>Background Analysis</b>	<p>CSO capacity building - during first year – learning needs assessment undertaken of CSOs CB needs in each of the 8 districts. In each community, assessments (separate women and men) undertaken to discuss and analyze existing situation - problems and opportunities</p>	Social	<p>PAD and Implementation Strategy includes gender analysis</p> <p>Community approach (MPA) uses participatory tools to enable gender analysis for planning and monitoring</p>	<p>Report and Recommendations November 2003 in section IV: project benefits, impact and risks there is a section on poverty and social aspects: Involving women in house design will lessen their domestic work. Home-based enterprises and income-generating activities particularly empower women; Component 4 of the program will also emphasize involving women's groups</p>	Social- Gender Equality

## Matrix 2: Implementation

	ACCESS	KDP	WSLIC	NUSSP	UPP
<b>Quotas for women's participation</b>	50% participation rate for women and men in NGO capacity building activities	Gender Action Plan: 6 people from each village- minimum of 3 women Gender Action Plan: Ensure 40% participants are women in Musbangdes II According to Ela both being achieved	Gender Strategy: 1/3 women minimum required for quorum in key village decision forums; VIT elected from 1 male and 1 female candidate from each dusan and 1/3 minimum of VIT to be women;TKM 50/50	Project documents do not mention quotas Gender Strategy: CSGs 30% women;Participation in C & B activities 40%;Community project committee 1/3 women;Appointment of woman counterpart to male planning coordinator and vice-versa	Gender Mainstreaming Strategy: Selection of cadre 40% participants should be women;  50% of candidates proposed should be women;  30% selected should be women
<b>Women village facilitators</b>	Increase number of female NGO staff	Gender Action Plan: First village meeting select 1 man and 1 woman- This is being achieved according to Ela What is not being achieved: overall 3 of 7 receiving honorariums in the village should be woman	CF 50% men and women candidates;  1 CF in each team female	Podoman: Prioritize women and young people	Gender Mainstreaming Strategy: 50% facilitators should be women
<b>Separate meetings for women</b>	Yes, in both assessment and planning stages prior to joint meetings	Not mentioned in PAD Separate meetings for women is mentioned in technical manuals for consultants	If needed	Gender Strategy: Consult women separately and jointly; Conduct specific consultations with women's groups	Gender Mainstreaming Strategy: Special FGD with women
<b>Separate proposals for activities</b>	Final action plan/proposal, must include details of priorities emerging from (separate) women and men meeting which took place prior to combined meeting	Yes	No	No	Yes
<b>Implementation manuals</b>	Yes, clearly emphasized in each stage of community planning process and manual (CLAPP manual) Learning needs assessment prior to CSO capacity building support looks at different learning needs of men and women (and allows for additional support as needed	Podoman objective: improve women's participation and involvement in decision-making processes and in benefiting from the activities  Podoman approach: to open access to information as wide as possible to the villagers without differentiating gender etc  Podoman planning, implementation and control of activities: Activity planning is a decision-making process by the community through musyawarah on development activities proposal that are made by community groups including women's groups are then prioritized and one is chosen by the community	Implementation strategy developed but not formally disseminated and not on website	Podoman: BKM have to include marginal people (poor and women) does not state how  Podoman: Organizing the community- why? No guarantee that community control on decision-making would ensure that "all women and men from different backgrounds, ethnicity and social status would participate equally"  Podoman: In choosing leaders- the tools to choose leader with tables only 2 out of 20 that explicitly mention women- because of a values based election system can't have quotas based on UPP model	Podoman BKM: Indicator- there has to be a high proportion of poor and women in the committee (BKM)  Podoman- indicator: community meeting: has to be high proportion of women and poor  Podoman- indicator: number of people how join the election has to be with enough proportion of women and poor  Podoman- quantitative instrument for MIS- number of women and men in the socialization of the concept, in the meeting of the establishment of the KSM  Podoman Socialization- tool for facilitators to identify which meetings are attended by men only or women only in the community



		<p>Implementation of KDP activities considers: (b) the poor including women. They should be prioritized to participate in the implementation</p>		<p>Podoman: Annex 5- how to facilitate community leadership reflection- There is a note: all kelurahan residents can be chosen rich, poor, men and women as long as they are trusted and voted by the community</p> <p>Podoman: BKMs role: 1) to ensure the participation of various elements of society especially the poor and women. How to build BKM- involve the community especially poor and women</p>	<p>Pedoman poverty reflection- when having socialization meeting on the reflection meeting facilitator are expected to encourage participation of poor and women (at least 1/3 of facilitators poor women)</p> <p>Pedoman mapping- Socialization meeting should be attended by minimum 30% women; approval meeting also need 30% women to come; quantitative data of implementation at least 20% women in the team that conducts the mapping; women that participate in the mapping has to be 20%</p> <p>Pedoman proposal making- facilitator should make an effort to make sure 1/3 participants are poor and women</p> <p>Pedoman village facilitators- meeting report they have to input numbers of men and women that attended</p> <p>Pedoman community given money- assessment form for proposal priority don't include indicator on women</p>
<p><b>M &amp; E Location/Timing of meetings</b></p>	<p>All field reports include assessment of progress/issues with gender policy&gt;Data on women's participation used for ACCESS management analysis, discussions with staffTraining of NGOs in gender inclusive participatory M&amp;EGender issues addressed in monitoring and evaluation manuals(Community Snapshots and impact evaluations)Organizational Development Snapshots (changes/impact on organization following capacity building support) Yes. Included in training of CSOs in facilitation of community meetings – included in manual</p>	<p>Gender Action Plan: Participatory studies to review project impact on improving gender equality;Ensure gender balanced teams;Monitor women's participation;Monitor wage discrepancies and promotionsAccording to Ela none of the above being achieved No mention</p>	<p>Gender Strategy: Independent impact assessment will be linked to regular monitoring on social inclusion criteria focusing on project performance in relation to women;Gender: Participation in decision-making; participation in community training; participation in community management; equity in division of labor; perceived costs and benefits No mention</p>	<p>Gender Strategy: Gender disaggregated data collection;Project management progress reports include progress in terms of addressing the gender disparities identified in the survey;Qualitative studies;Involve local women in collection of data;Participatory M &amp; E based on gender disaggregated data No</p>	<p>Gender Mainstreaming Strategy: Women's participation in all aspects of project;Disaggregate regular MIS data by gender;Ensure formats collect information on women's participation in all aspects of the project Gender Mainstreaming Strategy: Be careful with place and time of meetings to allow women to participate given local conditions</p>

## Matrix 3: Staff and training

	ACCESS	KDP	WSLIC	NUSSP	UPP
<b>Quotas and targets for gender balance</b>	Yes – selection of program staff to ensure gender balance within program team All partner training must have equal number of males and female participants	Gender Action Plan: Gender balanced teams; Ensure all Kabupaten teams are mixed male and female; Staff responsible for gender According to Ela in implementation there is a rule that 30% of facilitators and consultants are women but this is not being monitored or achieved	TORs for consultant packets include requirement for 50% recruitment of male and female Community Facilitators and at least one third of either gender in each CF team.	No	Gender Mainstreaming Strategy: Minimum one thirds consultants and facilitators per province should be women
<b>Selection of consultants considers gender-skills and sensitivity</b>	Yes. Included as part of selection criteria, short listing, and questions asked at time of interview, and as basis for selection of staff. ST international Gender and poverty Mainstreaming Advisor (GPMA)-	Gender Action Plan: Advertisements for all new project staff should state that “women strongly encouraged to apply” According to consultants in written test there are some questions related to gender sensitivity	Only for national Community Development/Gender Specialist	Gender Strategy: Poverty specialist with gender and development experience	No mention
<b>Gender included in TORs</b>	Yes- for advisers and program staff	Gender Action Plan: Include gender in TOR	Gender Strategy: Gender mainstreaming written into role of all consultants, CFs and CF trainers	No	No mention
<b>Staff training on gender or facilitating women’s participation</b>	Yes - program and administrative staff (provided by GPMA)	Gender Action Plan: One module of gender training for all staff; Gender training for all levels According to Ela there is no special module of gender training	Gender strategy: Training is appropriate, effective, gender and poverty balanced	Podoman: Field facilitators meeting- Socialization- integrate socialization with existing activities mentions several women and men only activities as examples	Gender Mainstreaming Strategy: Include gender related issues in staff training
<b>Gender sensitive monitoring of staff and training</b>	Gender issues discussed at each staff coordination meeting ME tools for both community and CSO capacity building include focus on gender	Gender Action Plan: Gender balance in monitoring teams	Performance monitoring of consultants and Contractors does not include gender equity. CF training pre and post tests include skills and knowledge for gender equity	No	No mention
<b>Enabling environment</b>	ACCESS field manual includes staffing policies to promote EEO and work/life balance (eg – 3 months maternity leave, support provided for child minder for staff with babies whilst breastfeeding. Spouses/partners invited to attend social activities)	Gender Action Plan: Create working group to discuss workplace issues According to Ela this is being achieved	Service providers contractors include mention of maternity leave provisions (as well as general statement that GOI labor laws apply)	No	No mention



## Annex F

# Relevant Policies on Gender Mainstreaming

Gender equality in Indonesia is rooted in the country's constitution, *Undang-Undang Dasar 1945*, which accords equal rights between men and women. Paragraph 1 of Article 27 stipulates that: "every citizen enjoys equal status before the law and government, and is obliged to uphold this status without exceptions"; while Paragraph 2 states that: "every citizen shall have the right to employment and to conditions of life commensurate with human dignity." Furthermore, an amendment to the Constitution, issued in 2000, recognizes that "every person shall have the right to be free from the discriminatory treatment based upon any ground whatsoever and shall have the right to protection from such discriminatory treatment." The Constitution also includes paragraphs that implicitly encourage equality of rights among citizens to participate in the formulation and decision making process of the government's development budget. This is an entry point for women and men to participate in the development planning process, including taking an active role in deciding its budgetary implications.

While the government has yet to overcome the huge challenges in putting policies into practice, it has made good progress in putting in place policies to promote gender equality over recent years. This includes a decree on gender mainstreaming, and inclusion of gender equality in the national development plan as well as in the national poverty reduction strategy.

### 1. Medium-Term Development Plan

The government initiated the inclusion of gender equality in its medium-term program of PROPENAS (*Program Pembangunan Nasional*) 2000-2004. Within this five year national development program, there were 19 programs in five sectors that are gender-responsive. The 5 sectors are law, economic, politics, education, and social-culture. Programs in the social and culture development sector among others include Community Empowerment, Social Welfare Development, Women Empowerment Policy Coordination, and Community Empowerment and Improvement of Gender Mainstreaming Institution Programs. However, there were no monitoring and reporting available as to how beneficial are these programs in achieving gender equality.

While PROPENAS 2000-2004 was put into effect through the issuance of Law no. 25/2000, the medium-term development plan of RPJM (*Rencana Pembangunan Jangka Menengah*) 2005-2009 was put into effect through Presidential Decree no. 7/2005 which outlines a five-year strategic development policy

framework. The plan emphasizes strategic directions in three key areas: (a). the creation of safe and peaceful Indonesia, (b). the creation of just and democratic Indonesia, and (c). the enhancement of people's welfare.

One of the five targets in creating a just and democratic Indonesia is gender mainstreaming (part III). The target states that "gender justice is to be ensured in order to enhance the role of women in various fields of development by placing priority on enhancing women's quality of life and women's role as well as the welfare and protection of children". The plan has a special chapter on achieving the target of gender equality and women's empowerment (chapter 12), while at the same time mainstreams gender within 13 out of its 36 chapters<sup>14</sup>. Activities formulated under 'the enhancement of women's quality of life and women's role chapter' among others include:

- Enhancement of women's quality of life through affirmative action, especially in the education, health, justice, labour, social, political, environmental, and economic sectors;
- Enhancement of efforts in women's protection from various violence, exploitation, and discrimination, including its prevention and corrective actions;
- Enhancement of capacity and institutional network of women's empowerment at the provincial and district levels, including women/gender study centers, and research institutions;
- Formulation of various policies in relations to institutional strengthening of gender mainstreaming at the national and local levels;
- Formulation of planning, monitoring and evaluation mechanism of gender mainstreaming at the national and local levels;
- Coordination of planning, implementation, monitoring, and evaluation of policies and women's empowerment development programs at the national and local levels.

Under the broad policy of poverty reduction, the RPJM among others recommends to mainstream gender concerns using the following entry points<sup>15</sup>.

- Ensure participation of all community members in decision making at the national and local levels;
- Introduce affirmative action for women's participation in national and local governments;
- Provide capacity development for women participating in political decision making;

<sup>14</sup> Indonesia Country Gender Assessment, Asian Development Bank, 2006

<sup>15</sup> Indonesia Country Gender Assessment, Asian Development Bank, 2006



- Ensure women's participation in appropriate training and increase their business skills;
- Ensure that the formal sector provides opportunities to women even though it requires training in non-traditional skills.

## 2. INPRES on Gender Mainstreaming

Presidential Instruction (INPRES) no. 9/2000 on Gender Mainstreaming in National Development was issued as a follow up of PROPENAS 2000-2004 in which the Government determined gender mainstreaming as one of the national strategy to realize gender equity. The INPRES is directed at all government ministries and agencies, including the army and police, at the national and local levels. Within the INPRES, gender mainstreaming is defined as a “strategy that is developed to integrate gender into an integral dimension of the planning, formulation, implementation, monitoring and evaluation of national development policies and programs”. The INPRES also positions the State Ministry of Women's Empowerment (SMoWE) as the government agency that organizes advocacy, facilitations as well as technical assistance in the gender mainstreaming process. The existence of the INPRES as policy framework that explicitly and systematically stated the Government's concrete commitments in realizing gender equity and equality is very important in facilitating the gender mainstreaming implementation process.

The issuance of INPRES 9/2000 was followed by a number of regulations and circular letters that were issued by SMoWE as well as other ministries. In 2001, SMoWE issued a Circular Letter of the State Minister of Women's Empowerment no. B/51.A/Meneg PP/Dep II/VI/2001 on Guidelines for the Implementation of Gender Mainstreaming in National Development. It was then revised in 2002 with Circular Letter no. B.89/Men.PP/dep II/IX/2002 on Perfecting the Guidelines for the Implementation of INPRES 9/2000. Minister of Home Affairs and Regional Autonomy also issued a Circular Letter no. 51/1232/SJ/2001 on Implementation of Gender Mainstreaming which is then revised in a Circular Letter no. 410/307/PMD. In 2003, the Minister of Home Affairs issued a Ministerial Decree no. 132/2003 on General Guidelines for the Implementation of Gender Mainstreaming in Development at the Regions. In 2005, State Minister for National Development and Minister of Home Affairs issued a Joint Circular Letter no. 0259/M.OON/I/2005 – 050/166/SJ on Technical Guidelines for the Organizing of Musrenbang. This circular opens up room for women and the general public to participate in development planning through Musrenbang<sup>16</sup>.

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<sup>16</sup> Gender Mainstreaming in Indonesia: Implementation and Lessons Learned, UNDP and SMoWE, 2006

### 3. Poverty Reduction National Strategy

In contrast to RPJM that integrates gender directly in the form of policy objectives, the Poverty Reduction National Strategy (SNPK) document includes gender analysis, as well as formulation on gender issues, objectives and strategy. Aside from integrating gender into the numerous issues raised, the document has a special section that highlights gender inequality in relevant chapters. However, the results indicator has not been specifically constructed with a target of achieving benefits for both women and men. The existence of the poverty reduction strategy that has become a part of RPJM needs to attain attention in its implementation, aside from bringing up its potential, to ensure its actualization<sup>17</sup>.

The document's analysis took a rights-based approach which includes the rights to have access to food, health, education, employment, housing, water and sanitation, land, natural resources and environment, security, and participation. The document specifies an Action Plan for Poverty Reduction for each of the 10 rights as well as action plan to materialize gender equity and equality. The objective of the latter is to "eliminate all forms of discrimination, exploitation, and violence against women within the domestic as well as the public spheres, and ensuring equal rights of women in decision making, public service provision, and social welfare".

### 4. SMOWE's Strategic Plan 2005-2009

The State Ministry's of Women's Empowerment (SMoWE) Strategic Plan (RENSTRA) is developed from the national's RPJM 2005-2009. It was built up with reference to RPJM's last two key areas: the creation of just and democratic Indonesia that aims at eliminating discrimination, and the enhancement of people's welfare that aims at enhancing people's quality of life. The plan's objective is to enhance women's status, position and condition so that women can achieve progress that is equal to men's. The output of SMOWE's strategic plan would be policies and implementation coordination in six areas:

- Women's quality of life and protection;
- Women's representation in politics and decision making;
- Elimination of violence;
- Children's welfare and protection;

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<sup>17</sup> SNPK is the only document that integrates the justice aspect, including gender equality, in its micro economic policy. Unfortunately, within the legal framework, SPNK's position is under the RPJM which makes it in effective in integrating gender equality in its chapters.



- Gender mainstreaming institution's strengthening; and
- Public participation.

Aside from programs that are derived from its RENSTRA, SMOWE is also preparing a National Action Plan on Gender Mainstreaming. This special effort is seen necessary given that there are still many government policies that have not applied gender mainstreaming as its strategy even though it has already been mandated through INPRES, RPJM and through the poverty reduction strategy. The National Action Plan is prepared with the intention to accelerate gender mainstreaming effort and to effectively implement it within government's development policies, programs and activities.