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South Sumatra Forest Fire Management Project (SSFFMP)

Draft / Final Report

International/National Consultancy on Gender Analysis and Gender Planning in the Project Cycle. Gender concepts Presentation and Discussion and their Adaptation to the local Conditions

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List of Abbreviations

Biro PP	Biro Pemberdayaan Perempuan – Women’s Empowerment Office
NGO	Non Governmental Organisations
OHP	Oberhead Projector
PRA	Participatory Rural Appraisal
PSW	Pusat Studi Wanita – Women Study Centre
SNRM	Sustainable Natural Resource Management
SSFFMP	South Sumatra Forest Fire Management Project
TOR	Terms of Reference

1. Executive Summary

Besides supporting the development of a Fire Management Organisation, the project at the same time addresses land and natural resource use management including the increase of the economical and technological capacity of land users in the region to develop and manage sustainable land and resource management systems.

To overcome the imbalanced distribution of power, a gender mainstreaming approach was introduced here. The aim is to specify the different needs of men and women and transfer unequal power relations into an equitable development where women and men have an equal share in decision making.

A Gender awareness workshop for Women study centres and selected NGOs was combined with a field study on gender sensitive participatory situation analysis in three selected project villages leading to recommendations in regard to gender related improvements and activities at village level as well as at project level.

2. Consultant's Tasks performed as per Terms of Reference

2.1. Background

The SSFFMP is assisting the province of South Sumatra and three selected Districts to develop an effective fire management organisation, that detect and monitor fire danger, take measures to prevent fires to start and spread, and develop a field response to put out fires in their early stage. Besides supporting the development of a Fire Management Organisation, the project at the same time addresses the present land and natural resource use management leading to an unsustainable exploitation of land and natural resources and subsequent environmental degradation, including more fires. This includes the implementation and enforcement of land use plans, an awareness raising among land users about the negative impact of certain land and resource management types as well as an increase of the economical and technological capacity of land users in the region to develop and manage sustainable land and resource management systems. The identification and addressing of incentives needed by the local communities to increase their capacities are one part of this strategy.

The potentials and needs of local communities can not be generalised. Men and women may have different needs, different potentials and may subsequently have to be approached in a different way. This is why the project management choose to apply a gender differentiated approach.

The concept of gender mainstreaming

The gender approach is based on the assumption that the position of women cannot be understood or altered without having a broader vision of the division of men's and women's roles and positions in society. The aim is to transfer unequal power relations into an equitable development where women and men share the decision making power. This process is called "Gender Mainstreaming".

In accordance with a project cycle, consisting of 4 phases, as there are analysis, planning, implementation and monitoring/evaluation, the gender mainstreaming approach starts in the phase of project analysis.

With a Gender Analysis, the gender specific division of labor and the existing power relations between men and women in the context of the existing socio-economic and socio-cultural structures are visualized and identified.

Equal participation of men and women in decision making has to be ensured in the planning phase. Based on the identification of the different needs and potentials of men and women, gender specific objectives, activities and indicators are identified and implemented.

The activities might be directed towards men and women both, focusing at awareness raising and creating a gender conducive environment, or towards women only, in order to balance the identified gender bias.

Gender differentiated monitoring and evaluation instruments, which measure and guarantee the implementation of gender specific activities, have to be developed and applied in a last phase.

Objectives of the Consultancy

In this context the consultancy on “gender sensitive analysis and planning in the project cycle” was placed. Its aim was:

- o *“To design and develop program activities and selection of monitoring indicators concerning gender roles, analysing and investigating the specific conditions and position of men and women at household level and community based on fire management at priority districts. The result of this analysis is taken as reference for planning, implementing, monitoring and evaluation of development projects.*
- o *To enhance gender awareness at all relevant organisations, groups, Multi Stakeholder Forum (MSF) and counterparts. It is expected to integrate gender issues and to apply a participatory approach in all phases of the project cycle at the Province and in Priority Districts in relation to SNRM.” (according to TOR, see Annex).*

The Gender consultancy has to be seen in the framework of two consultancies on Gender of one month each. During the first gender consultancy which has been the objective of this consultancy a gender sensitive situation analysis was conducted, leading to recommendations in regard to gender related improvements and activities at village level as well as at project level. Additionally capacity on gender competency and participatory research methods of the Women Study Centre and selected NGOs was enhanced through a gender training workshop.

2.2. General Approach of the Consultancy

As mentioned above the Gender awareness workshop was combined with a field study on gender sensitive participatory situation analysis in three selected project villages (see chapter 2.4.) The aim of this combination was twofold. At the one hand it was seen as a training exercise to apply the learned methods in a field case study. At the other hand the project had trained a capable task force who could assist the project in conducting gender sensitive PRA studies now or later. After three days of Gender workshop for 22 participants from Government Agencies at Provincial and District level, NGOS, and Women Study Centres, a core group of 12 participants continued the training for another 8 days to prepare, conduct and evaluate a gender sensitive participatory field research.

As the field research was partly classified as a training exercise a big emphasis was laid on a sorrow preparation, a close monitoring during the whole research process by the International consultant and Technical Project Advisor on Gender, as well as on evaluation of methods applied and the research analysis as a process.

2.3. Gender Awareness Workshop and Preparation for a gender sensitive participatory field study

ref. to task

- o *Conduct training needs assessment for the partners institution, stakeholder (MSF) concerning gender sensitive participatory approaches and determination of workshop, training contents*
- o *Elaboration and integration of a gender module into training sessions for counterparts, selected NGOs, MSF, other related government institutions concerning gender sensitive participatory approaches.*
- o *Enhancing the capacity of the Women Study Centers and selected NGOs in analysing, monitoring and evaluation with particular reference to SNRM and Forest Fire Management*

2.3.1. Training Needs

In South Sumatra there are a few NGOs with a women specific focus who are familiar with the gender concept and have even undertaken gender analysis studies. Also the members of the Women Study Centres in general have received already some Gender training from the State Ministry of Women empowerment in Jakarta, or are at least familiar with the term gender. Beside that there are only few persons in South Sumatra, mostly women, who have experience with gender analysis methods. Even the officials working for the women empowerment section (Biro Peberdayaan Perempuan –PP) most likely have little knowledge on gender, particularly in the districts. In our training course nearly half of the participants could not explain the term Gender. Among those who knew the term Gender there was no man.

It is assumed that many experts working for international donors are already frequently dealing with the term gender without knowing what exactly is meant when they are told to apply a gender sensitive approach.

Considering this situation there still is a big need for gender awareness training workshops for counterparts and stakeholders of the project at provincial and district level.

2.3.2. Objective of the workshop

The objective of the workshop was to enable Women Study Centres and selected NGOs to apply gender specific participatory methods in field studies for situation analysis and planning.

Participants should be able

- o To understand the term gender and gender mainstreaming
- o to discuss visions and constraints of a gender responsive development and explain the rationale of gender responsive development
- o to describe the role of gender analysis in the training program cycle
- o to apply the gender analysis instruments as a tool to analyze the situation of men and women in vocational education and training and the labor market
- o To understand the rationale and purpose of Participatory Rural Appraisal

- o To apply several gender sensitive PRA techniques to analyze men's and women's situation in rural areas

2.3.3. Training Module

For the Gender Awareness Workshop a Training Module was compiled in Indonesian language from several sources (see list of references) and handed out to the participants. It contained handouts and background information for the participants regarding:

- o Definition of gender
- o The gender concept
- o The difference between WD and GAD
- o Categories and instruments of the Gender Analysis
- o Examples for Harvard Framework
- o Practical and strategic gender needs
- o Concept of gender planning
- o Definition and purpose of PRA
- o Main Principles of PRA
- o Examples for gender sensitive PRA techniques

2.3.3. Implementation

The workshop was conducted in Palembang, from August 26 to August 28 2004. It was officially opened by the head of Biro PP, the women's empowerment office of the regional government and a project representative. During the workshop capacity on gender competency and participatory research methods of the Women Study Centre and selected NGOs was enhanced for 22 participants, 8 men and 14 women.

Methodology

High emphasis was laid on participatory methods like exercises, role plays and working groups. Inputs were never planned to be longer than 15 minutes.

Workshop schedule

Time	Topic	Method
Thursday 26.8.		
Morning	<ul style="list-style-type: none"> o Official opening o Introduction of workshop objectives and agenda o Introduction of facilitators and trainer o Participants expectations o Discussing gender roles 	<ul style="list-style-type: none"> o Official opening by Biro PP o Flipchart o Metaplan and sociometric lines

Afternoon	<ul style="list-style-type: none"> o Introduction to the concept of gender o Increasing gender awareness o The Indonesian Policy on Gender mainstreaming 	<ul style="list-style-type: none"> o Flipchart o Various exercises o Input by Technical Assistant
Friday 27.8.		
morning	<ul style="list-style-type: none"> o How to incorporate the gender approach into the project cycle o Instruments and tools of gender analysis 	<ul style="list-style-type: none"> o OHP o OHP o Flipchart
afternoon	<ul style="list-style-type: none"> o Applying gender Analysis on own examples in working groups 	<ul style="list-style-type: none"> o Working groups
Saturday 28.8.		
morning	<ul style="list-style-type: none"> o Introduction to the concept of PRA o Introduction of various gender sensitive PRA techniques with practical examples 	<ul style="list-style-type: none"> o OHP o Exercises
afternoon	<ul style="list-style-type: none"> o Applying PRA tools on a case in a role play <p>Workshop Evaluation and closing</p>	<ul style="list-style-type: none"> o Role play

Evaluation

The daily mood barometer as well as the final evaluation on methods used and knowledge gained reflected an evaluation which was unanimously positive. All participants felt that they had learned a lot in a way that was refreshing and interesting. The following field study, where parts of the participants could immediately apply their knowledge, proved that they had understood the gender sensitive PRA techniques and were capable to apply them in the field.

2.4. Gender sensitive participatory Field Study

ref. To Task:

- o *“Planning and implementing gender-specific participatory surveys at selected locations...*
- o *Applying gender sensitive participatory techniques for collecting data and analysis together with Women Study Center (PSW) and selected NGOs...” (see TOR)*

2.2.1. Objectives and identified gender needs

Objective

The objective of the study was to conduct a gender analysis in three selected villages analysing and investigating the specific conditions and position of men and women at

household level and community to understand gender roles with regard to land and natural resources management.

Purpose:

In regard to the overall project components “fire suppression” and “fire prevention” the Gender analysis study aimed at identifying how women in comparison to men can contribute and be included into fire suppression and fire prevention measures of the project.

Identification of Strategic and practical gender needs:

For the analysis of development projects and programmes it is helpful to make a distinction between improving the immediate, difficult conditions that women face - addressing their practical gender needs - and considering the underlying structural causes and the arising long-term or strategic gender needs.

A distinction between practical and strategic gender needs or interests is furthermore an important issue for project sustainability. The traditional emphasis of development co-operation on women’s practical gender needs has failed to recognise that these practical gains can easily be reversed if women lack the power to protect them when resources are scarce - which often happens in the context of structural adjustment politics.

Following practical and strategic needs had been identified:

Strategic gender need identified:

- o To ensure the acknowledgement of men’s and women’s needs in land use planning as well as men’s and women’s participation the decision making process on land use planning.

Practical gender need:

- o To ensure an equal participation of men and women in alternative income generative activities and eventually initiating alternative income activities for women separately.
- o To analyse to what extend and how women as target group can be integrated into male dominated fire prevention and suppression training and extension activities.
- o To identify if and to what extend women’s and men’s role in fire prevention and suppression has to be addressed separately.

2.2.2. Methodology

The methodology applied during the field study was based on the techniques of participatory rural appraisal – PRA, combined with the application of the Harward Framework developed by Caroline Moser for gender analysis.

Participatory Rural Appraisal is a family of approaches and methods to enable people to share, enhance and analyse their knowledge of life and conditions, to plan and to act. It is a method to facilitate self-determined community learning and action. PRA has to be seen as an element of a long-term process of community based analysis, planning and

implementation leading to empowerment of the underprivileged. The basic principles PRA share can be summarized as:

- o Rapid progressive learning – flexible, exploratory, interactive, inventive
- o Reversal of roles – learning from, with and by local people
- o Optimal ignorance and appropriate imprecision- not finding out more than is needed and not measuring when comparing is enough
- o Triangulation – using different methods, sources and disciplines, a range of informants in a range of places, and cross checking to get closer to the truth through successive approximations

PRA comprises an open mix of often visual techniques like ranking, scoring and mapping, not focussing too much on quantity but on quality. PRA is not inherently gender-sensitive. In order for PRAs to be gender sensitive it has to be ensured that the PRA techniques applied are differentiated according to gender and gender analysis techniques are included.

For the gender differentiated Baseline Study the following techniques were applied:

- o Activity Profile
- o Access and Control Profile
- o Daily Activity Profile
- o Quantitative and qualitative participation profile
- o Box Diagram for economic stratification
- o Trend analysis
- o Intergroup Relationships (Venn) Diagram
- o Seasonal Calendar
- o Problem ranking
- o Needs ranking
- o Group discussion

2.2.3. Study outline

Framework

Location

The study conducted can be regarded as a pilot activity in 3 selected villages out of the 15 project priority villages being located in the district on Banyuasin. After the evaluation of this pilot study the remaining 12 villages will be investigated by parts of the research team in a second step.

Research Team

The study was conducted by a group of 12 researchers (10 women two men), coming from various NGOS and the University Women Study Centre (PSW). The group had been trained before in Gender Analysis techniques and PRA methodology during a 3 days gender workshop in Palembang (see topic 2.3.). After the workshop two more days were used to prepare the study outline, consisting of topics and leading questions to be asked, and selection of techniques to be applied. The research group was divided into five sub groups, reflecting the principle of using different methods, sources and disciplines. Each group was responsible to study one group of respondents in the 3 selected villages (for more information see Appendix 2: Laporan Studi Laangan).

Target group

following the PRA principle of selecting a range of informants in a range of places, 5 groups of informants were interviewed in each of the three villages.

- o 2 group of male villagers using different methods, sources and disciplines
- o 2 groups of female villagers
- o 1 group of village officials

All in all around 100 respondents were interviewed in each village women and men to equal shares summing up to approximately 300 respondents in total.

Approach

The field study was conducted within 3 days. The research team stayed overnight in the villages, thus having time to receive more information from the villagers during informal chats during the evening or morning hours. Usually the day would start with a village meeting called in by the village head. After the introduction of the study team and the explanation of the purpose and approach of the study the villagers were divided into the 5 sub groups, to be interviews by one sub team each. Interviews lasted for about 2-3 hours per group. Results were always visualised and discussed together with the respondents.

After field research the research team met again in Palembang for 3 days to analyse the method, compile and discuss the information gathered and prepare the evaluation of the study (see appendix 2)

Study Outline

Gender Needs	Leading Questions	Topics	Techniques used
Strategic Gender Need			
To ensure the acknowledgement of men's and women's needs in land use planning both as well as men's and women's participation the decision making process on land use planning.	<ul style="list-style-type: none">o How is the division of labour concerning land use and use of natural resources? (particularly Forest)o What access and control do men and women have over land and natural resources?o What are suggestions regarding gender related activities regarding fire management and fire prevention	<ul style="list-style-type: none">o Productive, reproductive and social activitieso Workloado Decision making in the familyo Access and Control over resourceso Participation and decision making in village organisations	<ul style="list-style-type: none">o Activity Profileo Access and Control Profileo Daily Activity Profileo Quantitative and qualitative participation profileo Box Diagram for economic stratificationo Trend analysiso Intergroup Relationships (Venn) Diagramo Seasonal Calendar
Practical Gender Need			
To ensure an equal	<ul style="list-style-type: none">o What are the different	<ul style="list-style-type: none">o Identification of	<ul style="list-style-type: none">o Problem ranking

participation of men and women in alternative income generative activities and eventually initiating alternative income activities for women separately.	problems, potentials and needs of men and women in the selected villages	problems o Identification of Needs	o Needs ranking
To analyse to what extent and how women as target group can be integrated into male dominated fire prevention and suppression training and extension activities.	<ul style="list-style-type: none"> o What fire prevention measures do exist already and how are men and women involved in it? o How far are men and women participating at the different levels of fire management systems? o To what extent are men and women involved in training activities concerning fire management and fire prevention? o To what extent are women participating in fire management committees? 	<ul style="list-style-type: none"> o Reason of fire o Participation in fire prevention measures 	<ul style="list-style-type: none"> o Quantitative and qualitative participation profile o Group discussion
To identify if and to what extent women's and men's role in fire prevention and suppression has to be addressed separately.	<ul style="list-style-type: none"> o What is the different impact of fire prevention measures on men and women? o How are men and women involved in traditional fire management? 	<ul style="list-style-type: none"> o Positive and negative impact of fire 	<ul style="list-style-type: none"> o Group discussion

2.2.4. Main findings

Productive and reproductive activities

In all villages men and women are both active in income generating activities. Rice Farming is still the first source of income, accomplished by work in coconut plantations, a little bit of

fishery as well as fish and coconut processing activities and other marginal income sources. There was a clear division of labour between men's and women's tasks however most activities in rice and coconut cultivation as well as fish catching are performed by men and women both with men being dominant in most activities. Food processing is mainly the domain of women. **The production of charcoal, one reason for fires to erupt in the region is exclusively women's task.**

Same as all over the world, women have the main share in performing the reproductive work. This is why they work longer working hours a day (normally 1-3 hours more daily). **However both men and women still had capacities for additional productive activities due to seasonal differences in their work burden.**

When a fire breaks out all villagers including men and women are involved in fighting the fire, mostly using baskets of water.

Access and control over resources

Assessing their own economic stratification villagers claimed the majority of them as belonging to the poor (60-70%). Poor was defined by the villagers themselves as possessing no own land, having a roof out of leaves. 20 –35 % were assumed to belong to the average class and only 5-10% as being rich, whereas rich was defined as possessing 5-10 ha of land, having travelled to Mecca and possessing a house with brick roof.

As a rule men were selling the goods produced at the local markets, thus receiving the income, but women were said to manage the household budget. Where villagers were engaged as wage workers women's daily wages were lower than those of men.

Decision making power of men in the family is still strong. Final decisions are with them. As a rule land certificates are handed out on the name of the husband. Men have definitely more control over resources in regard to land or to material resources like house, tools or means of transport. There are however exceptions to this rule. It seems that also women do inherit land, even if to a smaller extend than men. The percentage of female headed households should not be underestimated too. **In all villages we found women who were not married or widowed, or their husbands had migrated to the town for work. In these cases it is the woman who has the actual control over the land. Even if the land title might not be officially in her name she is the one to make decisions. This argument might be considered as a reason to include women into the land use planning of the project.**

Participation and Decision making in village organisations

There is a huge gap between women's work burden and their participation in decision making within the family and decision making processes within the village.

Women and men both are participating in a wide range of different formal and non formal organisations at village level with men being clearly dominant . As a rule however women are only active in informal organisations as for example in prayers groups (pengajian) or saving

groups (Arisan) while all formal village institutions like farmers groups, (kelompok tani), cooperatives (KUD) or the village councils (BPD) were nearly exclusively occupied by men. **Usually one or two women are found in the village councils (BPD) but according to their own assessment women's participation here is mostly passive. They rarely contribute to discussions or to the decision making process. More women would attend informal village meetings (musyawarah), another point which might be considered in the projects land use planning.**

Participation in Education and Training

The educational level of men and women villagers both is low. But beside that girls and boys equally attend school, in one village girls even to a higher percentage than boys. If only one child could receive an education parents tend however to decide for the boy to go to school. Training activities were seldom offered to villagers. **Some men had participated in fire management training. Only one women out of three villages had participated in such a training. There was a big disappointment among the women that they had not been invited to these training courses. Their argument was that they are equally involved in fire fighting as men in case of burning.**

Participation in fire management

According to the villagers risks of fire occur during long dry seasons due to

Reason of fire	Responsible
Carelessly thrown away cigarettes	Men (women are not smoking)
Controlled burning for land cultivation	men
Production of charcoal on the plantation	women
Burning of garbage	men and women

There were positive as well as negatives impacts arising from burning which have a slightly different impact on men and on women.

Impact					
Positiv impact	on men	on women	Negative impact	on men	on women
Less garbage	XX	XX	Pollution and haze	XX	XX
Low work burden	XX		Soil dries out	XX	XX
Fertile soil	X	X	Health (coughing, asthma etc)	X	XX Women care more about children)
More income	XX	X	More difficult to find fire wood		XX
Low cost	XX	X		X	X

While burning for land cultivation is mainly seen as men's work the charcoal production is exclusively performed by women. This fact might be considered in extension on fire prevention in the villages.

Both men and women claimed to be equally involved in fire fighting. Women expressed the strong wish to be included into fire fighting training courses in the future.

Identification of problems and needs

Women and men both expressed a high need for additional income sources. **At the same time it was obvious that women and men rank problems and needs in a different way.** When asked for suggestions on what income generating activity they would like to start, concrete suggestions came up. **For details see Appendix 3 (Laporan studi). The different needs of men and women should be considered when planning to provide additional incentives to the villagers.**

One major problem that came up in all villages studied was the lack of clean water during the dry season. Ground water is salty by that time. This problem was equally felt by men and women as it effected directly the family income. During long dry seasons villagers have to buy water for drinking. **The project might consider to assist villages in building rain water reservoirs . May be water from reservoirs could be sold by a farmers or women group to the villagers to a cheaper prise than the water they have to buy now.**

Summary of gender specific issues and recommendations

Gender specific issues identified	Reason for an unbalanced situation	Potential for improvement	Recommendations
Women and men both are involved in productive activities with a slight dominance of men	Due to the traditional division of labour men are meant to be the main bread winner while women have to take care of the house	Both women and men are active in income earning	Incentives for additional income should be provided to men and women to equal shares. The different needs of men and women have to be respected income generating incentives
Due to reproductive work women have a heavier work burden than men		Both women and men express the need for additional income	
Wages for women are less than for men			
Men and women both have free time for additional income generating activities	Working opportunities in the villages are limited	Both women and men have spare time for additional income activities	

Women and men express different ranking of needs	Women and men perform different task due to the traditional division of labour	Both women and men express the strong will to work more for additional income	
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Clean water is one of the most urgent needs the communities addressed by men and women both	During the dry season water is getting salty	During the rainy season there is a lot of rain to be saved	It might be considered to provide an incentive in respect of increasing access to clean water (rain water reservoir)
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Women have less control over natural-, material-, and social resources	Due to traditional adat law women inherit less than men	Women do have the right to inherit land	Women have to be included into land use planning (may be through informal village meetings or by consulting women groups separately)
Men normally hold land titles but women also have control over land even if to a less extend		Several women are widowed, divorced or living alone because their husbands migrated to the town	

Women are less involved in decision making in the family and in the village	According to the Indonesian law men are the head of the family	Women often have a important contribution to informal decision making in the family	Women should be supported through training and extension activities (provided to men and women both) to participate more in village organisations Women should receive training to organise in women groups Land use planning should also rely on informal village meetings were women are involved
Women only marginally participate in formal village organisations	Due to traditional customs men are representing the family in public matters	Women are willing to participate in village organisations, particularly in women's groups	

Women are less involved in training activities related to fire management	It is anticipating that fire fighting is a male domain	Women are to the same extend involved in fire fighting at village level than men	Women should be involved in fire fighting and fire prevention training at village level
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		Women expressed the strong will to participate in training courses	
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2.4. Analysis of SSFFMPs existing gender approach

ref. to task:

- o *Based on the above results, integrating gender issues into all aspects of project planning, monitoring and evaluation with particular reference to SNRM and Forest Fire Management.*

2.4.1. Tasks performed

It was one of the main objectives of this consultancy to transfer the findings of the baseline study into feasible and realistic recommendations for project planning.

During the first two days of the mission the consultant reviewed the overall work plan, the annual work plan and all reports existing so far. Additional discussions with the team leader and technical advisors took place in this first stage.

Based on the assumption of project reports and discussions with project staff and on the findings of the field survey, recommendations for project activities are formulated in chapter four.

3. Conclusions

3.1. Gender Training and Women's participation in training activities of the project

The project has planned a number of gender awareness trainings for project stakeholder and counterpart at Provincial and district level. There also had been a household economy training at this level. These activities are important to create an awareness on gender sensitive issues in fire management and prevention. The number of planned activities on Gender seem to be sufficient at this stage.

Gender awareness raising at village level or women specific training courses at village level have not been scheduled for 2004, but are envisaged for 2005.

It seems that up to now only very few women participated in training activities on fire management. The reason for this was probably that fire fighting is meant to be a male domain where women are traditionally not involved.

Regarding fire managers at provincial and district level this is probably true although it might be considered that fire management training also involves women specific topics like first aid. At village level however women and men are equally involved in fire fighting in case of burning, and should consequently also both be involved into training courses.

Same is valid for extension activities at village level. In extension activities the responsibilities for fire causes could be differentiated by men and women and the different impact on men and women could be addressed.

3.2. Gender specific indicators

In the overall work plan, gender related results are only once mentioned under result 4 in brackets "(gender-issues, livelihood, income, etc.)". Following this a little vague directive it is enlightening to see that the annual work plan has specified several gender related activities. However up to now no gender specific indicator is to be found, neither in the overall work plan nor in the annual work plan. Even the monitoring and evaluation specialists, who had initiated several changes in the indicators of the overall work plan did not comment on the lack of gender differentiated indicators. Even the physical output overview, suggested by the m&e team does not include a gender differentiated approach. (See: Final Report, Internal Monitoring and Evaluation System for SSFFMP, page 15).

Without gender specific indicators activities that support a gender sensitive approach can not be systematically guaranteed. They will always depend on the level of awareness or the good will of the respective experts.

3.3. Participation of Women in the Multi Stakeholder Forum

Few women are involved in the Multi Stakeholder Forum (MSF) as representatives of their organisation. Although some women organisations are already involved as stakeholder in some of the districts, at Provincial level no women organisation is participating in the MSF so far.

3.4. Women's participation in land use planning

According to the project plan, land use planning activities will be based on participatory research and shall also include a community based grass-root approach where villagers shall be involved. As far as reports were already existent a gender differentiated approach to participatory research is missing so far. This is a pity, because lots of costs could have been saved if participatory research and participatory gender studies would have been combined from the beginning. There had been another PRA study conducted by the land use section that probably includes some gender aspects. The final report of this research is still outstanding. The main point of concern is, that there seemed to be a lack of coordination between the gender and land use activities.

3.5. Incentives for villagers

In the project component "Community development", incentives are budgeted for 15 priority villages to assist villagers to find an additional income and thus to reduce environmental damages due to fire burning practices. For the year 2004 the activities started with six villages that were provided with various income generating incentives.

The selection of incentives was based on a field study. Here as well, a gender differentiated approach and coordination with the gender expert was missing. From 6 villages receiving incentives, five are directed towards purely male farmer and fishermen groups. Only one is directed to a group which received a machine for coconut processing to provide additional income for women.

It must be stressed also that the coordination between community development and gender activities have improved considerably during the last weeks. The planning of incentives for 2005 is undertaken in close cooperation between the two experts, so that it is hoped that incentives, provided in 2005, are based on a more balanced division between male and female beneficiaries.

4. Recommendations

Gender mainstreaming seeks to understand women's subordination through analysis of the relation between men and women. Gender as an analytical concept has supplanted Women in Development approaches precisely because the position of women cannot be understood or altered without having a broader vision of women's and men's roles and positions in society.

For the recognition of women's interests in development programming, the EU explicitly stresses the need for a double strategy regarding gender. Accordingly the Gender and development approach is based on a two-pronged strategy (Europäischer Rat 1998):

- o consideration of women's and men's interests in general programmes and activities thus integrating them into the mainstream of project activities and
- o launching special measures for women and men. Because women often benefit from a position of relative disadvantage, special support is necessary in order to enable women to fully participate and benefit.

The following recommendations are therefore also divided into these two aspects, women specific activities and gender activities.

4.1. Women specific activities

4.1.1. Development of women village motivators

After having enhanced gender awareness at all relevant organisations, groups, Multi Stakeholder Forum (MSF) and counterparts in 2004, it is recommended that the project focus more on the implementation of a gender responsive approach at village level during the next years. This could be done in close cooperation with counterparts and stakeholders trained already in Gender Analysis and planning methods.

Following the findings of the gender sensitive field study, one of the main problems at village level was the lack of women participating in formal organisations and decision making processes at village level.

To cope with this problem a women motivator approach is recommended. In this approach one capable and active women may be selected in each of the priority villages. This woman does not necessarily be in an official function but should have some charisma and be motivated to improve the conditions of women in her village. The selected task force of 15 women could then receive support through the project in terms of 3 monthly meetings where activities and progress are jointly monitored.

- o As a first step the group of motivators will have to be introduced to a participatory monitoring method. According to this method each motivator would identify objectives and indicators to monitor her achievements in the village. Objectives to be set could be for example to establish a women sub farmers group ore a saving group in the village or to introduce some income earning activities, or to increase the number of women being member in the farmers group etc. It is recommended to introduce the method of PIM – Participatory Impact Monitoring, a training course which could be provided by the gender consultant during the second gender consultancy in October 2004.

- o Additionally some training courses on leadership and gender awareness could be provided to this group of motivators in addition to their three monthly meetings.

4.1.2. Other training for village women

Additionally to the establishment of village motivators, some one day extension activities provided directly to male and female villagers in each of the priority villages could be useful to increase the awareness among villagers directed to the fact that women can contribute and should be integrated into decision making processes of the village. This activity could be undertaken with the assistance of the women study centres and NGOs trained in gender awareness.

It could be also considered to provide simple skill training in income generating activities, according to the needs expressed by village women during the gender sensitive field study. These training courses could be organised at district level, including participants from various villages in one training course.

4.1.2. Income generating activities for women

The incentives provided by the community development section to 15 priority villages should be selected in close cooperation with the gender specialist. While some incentives could be introduced to women and men both others might be separated into incentives for women and incentives for men, according to the identified needs in the gender sensitive field study.

4.2. Gender mainstreaming activities

4.2.1. Including women into fire management training activities

Regarding the fact that women and men are equally involved in fire fighting in case of burning, at least at village level, they should be consequently involved into training courses at village level as well.

It is also recommended to include at least a small percentage of women participants to fire management training courses at Provincial and District level, as training also involves several topics where women could contribute (like for example first aid).

Village extension on fire prevention should consider that women and men contribute in different ways to uncontrolled fires, related to their respective division of labour. They also rank impacts of fires differently (see topic 2.2.4.)

4.2.2. Including women organisations as stakeholder

In the Multi Stakeholder Forum some women organisations are already involved in some of the districts. At Provincial level there women organisation do not participate in the MSF so far. It is recommended to include women organisations systematically as stakeholder of the project or at least as member of the Multi stakeholder forum (MSF). There are some women NGOs active at district level which could be included into the respective working groups. At Provincial level it is recommended to include the Women Study Centre(PSW) of the UNSRI University into the MSF.

Few women are In the Multi Stakeholder Forum involved as representatives of their organisation. It could be worthwhile to put some effort to convincing counterparts and stakeholders to include more women into their meetings.

4.2.3. Ensuring participation of women in village Land use planning

Women in the project districts have some influence in the decision making of the family in the informal sphere. Several female headed households are alone responsible for all decisions regarding the family, for example when they are widowed divorced or their husband working outside the village. Although land titles are mostly on the name of men there are several women who own land as due to traditional law land can be inherited to men and women both.

Therefore some efforts should be made to ensure women's participation in participatory land use planning at village level. In order to increase women's participation in may be considered to initiate the planning process through informal village meetings or by consulting women groups separately.

4.2.4. Creating Gender sensitive indicators

It is recommended to insert gender sensitive Indicators into the overall work plan as suggested in Appendix 1. Report sheets should be differentiated according to gender as well. This has to be requested in the means of verification. Also the Annual workplan of 2005 should include gender responsive indicators and means of verification.

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