

# **FACT SHEET**

25 September 2009

## **EARTHQUAKE AND TSUNAMI EMERGENCY SUPPORT PROJECT (ETESP):**

### **SUPPORT FOR CAPACITY BUILDING FOR GENDER FOCAL POINTS IN ACEH AND NIAS**

March-July 2009

#### **Introduction**

The Grant Agreement between ADB and the Government of Indonesia (GOI) requires that the Tsunami Emergency Support Project (ETESP) is implemented in accordance with the Gender Action Plan agreed with ADB which includes ensuring that (a) women are well represented within decision-making processes and structures for post tsunami rehabilitation and reconstruction; (b) women receive specific support for livelihood restoration, and develop business and entrepreneurial skills; and (c) women's specific needs for safe water and sanitation, shelter maternal and child health care, and reproductive health are well addressed. The GOI assigned the Aceh and Nias Rehabilitation and Reconstruction Board (BRR) as the Executing Agency for the Project.

Related to the Gender Action Plan, efforts were made in various sectors covered by ETESP to involve women in subproject preparation and implementation. This includes a) encouraging women to participate in consultations or undertaking separate discussions with women beneficiaries during subproject preparation, b) designing women-specific interventions particularly with regard to micro-finance support and rural water supply, c) encouraging women participation and representation in farmer's groups and water users associations, d) identification and provision of special assistance to vulnerable groups, i.e. widows and orphans, particularly with regard to land rights and entitlement to subproject support, e) integrating gender concerns in the design of housing units, and e) identification of barriers to women empowerment through gender analysis/studies.

However, the need to transfer of responsibilities from BRR upon the completion of its mandate in April 2009 to the local government units and offices of line departments (DINAS) in the province and districts raised questions on how to sustain the gender mainstreaming efforts initiated under the Project and how gender can be mainstreamed in local decision-making and local development activities.

These concerns were not unique to ETESP. BRR, as the overall coordinating body for the reconstruction of Aceh and Nias, and its various partners shared the same concerns. To address these concerns, BRR developed as part of its Aceh Recovery Framework (ARF) for 2008-2011 a gender exit strategy. The strategy involves revitalizing gender focal points (GFP) in local governments and DINAS at the provincial, district/city (kabupaten/kota) levels in the form of providing capacity building.

Through this approach, it was envisaged that:

- a. The prioritization of gender concerns and improvement of human resources for mainstreaming gender at the Kabupaten and Kota level post-BRR will be ensured;
- b. The knowledge application and skills transfer will facilitate gender-sensitive program planning thus ensuring sustainability; and
- c. The capacity building will promote a gender perspective in the development process of Aceh and Nias. The training will provide skills and tools for gender

analyses.

The plan was to have at least one Gender Focal Point (GFP) appointed in each district/ city (where none exists) to ensure mainstreaming. The establishment of GFP at the kabupaten and kota level involves the Aceh and Nias local governments and the Kabupaten Recovery Forum (KRF). Oversight of the GFP capacity building plan in the ARF was to be provided by the United Nations Fund for Women (UNIFEM) together with local governments and BRR.

BRR submitted in November 2008 a formal request for support from ETESP for a capacity building program to be implemented through a local NGO under the supervision of the BRR Gender Unit. The program was to a) revitalize and activate the GFP functions, b) support the (re)establishment of GFPs in each KRP, and c) assist in the synchronization of roles and functions of GFPs at the provincial and district/city levels. The capacity building program was targeted for 3 months. Upon the recommendation from the BRR, ADB engaged in February 2009 a national NGO - Pt. Remdecotama Swaprakarsa (REMDEC) - to implement the capacity building activities for GFPs at the Provincial Government and the 23 kabupaten/kota in Aceh, as well as in the Regencies of Nias and Nias Selatan in the North Sumatra Province. The cost of the capacity building program was financed out of the provisions for ETESP fiduciary governance component.

The REMDEC Team – the TA team - comprising of a Project Coordinator, 4 experts and 5 technical support staff were mobilized at different periods from March to July 2009 to implement the capacity building activities.

The Office of the *Badan Pemberdayaan Perempuan dan Perlindungan Anak* (Agency for Women Empowerment and Children Protection - Badan PP&PA) provided office space and assisted in seeking policy support from the Provincial Government. BRR provided support in terms of office supplies required by the secretariat. For better field coordination and communication, REMDEC assigned a staff in the secretariat to liaise with BRR, and the provincial and district governments.

## **Activities Conducted under the Technical Assistance**

### Identification of GFPs

A total of 3 consultation meetings were carried out with UNIFEM, and the Gender Technical Advisor for BRR on the framework for GFPs capacity building and the guideline for GFPs identification and selection. These were followed by discussions with the Aceh's Badan PP&PA on potential GFP candidates.

The Secretary of the Development Planning Board (BAPPEDA) and the Head of Development Planning Section III (*Kepala Bidang Perencanaan Pembangunan III*) who supervise education, health, and socio-cultural subsections were targeted for the capacity building. Also targeted were the officers of Kabupaten Recovery Forum due to their strategic role as the assistant to the District Head (Bupati) for the implementation of the ARF in each of the Kabupaten/kota.

At the provincial level, the Head of the Development Planning Section III, the Secretary of *Badan PP & PA*, and the Head of Evaluation and Reporting Section of *Badan PP & PA* participated as GFPs members. The total number of targeted GFPs was 49: 3 GFPs from the Aceh Provincial Government, 23 GFPs from Aceh Districts and 2 GFPs from the Nias Island (Nias and Nias Selatan Regencies)

### Orientation and Discussion with GFPs

After the GFPs were identified and agreed with the heads of the Districts, a series of focused groups discussions (fgds) were conducted with the GFPs. The fgds started with a discussion on gender-disaggregated data of Aceh and Nias which proved effective in raising awareness on gender inequalities and issues in the Province from among the GFPs.

The presentation was followed with a discussion on the next steps, specific problems in relation to gender in their respective district/city, and how they, as GFP candidates, could help address these problems.

Although the participants had varied understanding and appreciation of gender-related issues in their localities, some common problems/observations were raised during the discussion among the GFPs. These include the following:

- difference in women involvement in subsistence-oriented and export-oriented government agricultural programs;
- violence against women and unequal power relations between men and women
- multiple burden on women, especially among widows;
- high incidence of malnutrition among children; and,
- very low women participation in the parliament, and in executive bodies in spite of more women attending schools and universities than men.

The following proposals were raised:

- training in gender analysis and mainstreaming gender for policy formulation and gender-responsive budgeting;
- more training in gender-sensitive data analysis;
- training in media campaign, lobbying and negotiation techniques; and
- training in engendering national budget allocation.

#### Workshop-Training and Strategic Planning

Three training sessions for GFPs were organized as part of the technical assistance from April to July 2009 in coordination with UNIFEM, BRR and Badan PP&PA introducing participants to various tools for gender analysis, gender-responsive planning, monitoring and evaluation.

##### a. Workshop-Basic Gender Training and Strategic Planning (27 April – 1 May 2009)

Picking up from the discussions with GFPs, a Workshop-Training on Gender Strategic Planning for Gender Focal Points was held in Medan, North Sumatra from 27 April-1 May 2009. The workshop-training invited 50 participants (21 women, 29 men), including a) the secretary of BAPPEDA or the Head of Development Planning Section, secretary of Badan PP&PA, Head of Evaluation and Reporting Section in Badan PP&PA of Aceh Province, and b) the secretary of BAPPEDA, and member of Kabupaten Recovery Forum at the district level. Five additional representatives were sent by some districts and the provincial government at their own expense. Representatives from the United Nations Office for Recovery Coordination (UNORC), UNIFEM, and the head of Badan PP&PA also came as observers and resource persons.

The workshop was designed mainly to equip the GFPs in the 23 districts of Aceh and the two regents in Nias Island with the tools to help them carry out gender mainstreaming efforts in the local planning and budgeting in their respective districts. Participants were oriented on a) the Millennium Development Goals (MDGs), b) gender strategic planning and gender budgeting, c) lobby and negotiation skills, and d) media campaign. This was followed by the drafting of action plans.

The following action plan was agreed:

- push for the issuance of provincial/district decrees (*Surat Keputusan – SK*) for the official designation of Gender Focal Points (GFPs) and the establishment of Working Group for Gender Mainstreaming (*Pokja PUG*) in each kabupaten/kota.

This involves seeking a formal Letter of Assignment for two GFPs in each SKPD as members of *Pokja PUG*; each comprised: one female and a male, senior manager level, from the section of Program and Public Service of the government bodies; and seek the formal listing of the GFP position within BAPPEDA (Development Planning Board).

- conduct a follow-up gender analysis training for GFPs and *Pokja PUG* in clusters (in four regions) to further develop understanding and skills on gender analysis, as well as reflect on their current progress.
- Have regular meetings among the GFPs every two months beginning June 2009.
- develop a budgeting strategy for GFPs and *Pokja PUG*.

As a result of the concerted lobbying/advocacy by the participants, the TA team, UNIFEM and Badan PP&PA, the Governor of Aceh Province issued SK 260/283/2009 on 28 May 2009 instructing the districts in the province to officially designate gender focal points (GFPs) and working groups for gender mainstreaming. This paved the way for the official designation of the staff trained under the TA as GFPs, and the establishment of working groups for gender mainstreaming in all the 23 districts in Aceh Province.

#### b. Training on Gender Analysis (19 – 21 May 2009)

From 19 to 21 May 2009, the TA team conducted training on Gender Analysis for GFPs in 4 regions. The training aimed to improve understanding on fundamental concepts on gender studies, introduce various types of gender analysis, and facilitate a collective review of their policy products based on these analytical tools.

The workshop discussion included explanations on forms of gender inequality: stereotyping, double burden, marginalization, subordination, and violence by discussing examples from Aceh and different places in Indonesia. As a result of the discussion, the participants agreed that 1) women experiencing poverty has been largely ignored by current government policies; 2) women are generally marginalized in village meetings involving public decisions; and 3) domestic violence against women have many times been kept secret because it is considered shameful and even not considered as violence. In the context of Aceh, the discussion also highlighted the need to situate gender equality efforts with Islam and clarify the complementary of gender equality with Islamic teachings.

A video documentary highlighted how certain traditions have resulted in inappropriate jobs for women and multiple burdens on women. An introduction of different gender analytical tools (i.e. Harvard, Moser, Longwe and Kabeer) was made. Participants were asked to go over the tools and discuss. Limitations to these tools were noted and adjustments were made based on the situation in Aceh.

#### c. Workshop-training on Gender Monitoring and Evaluation (21 – 25 July 2009)

On 21-25 July 2009, the TA team conducted the workshop-training on Gender Monitoring and Evaluation. The training was attended by 50 GFPs (17 women, 33 men). The training aimed to help participants to:

- Share understanding on the what, why, and how of monitoring and evaluation, and the difference between the two.
- Improve understanding on the basic principles of mainstreaming gender through monitoring and evaluation of policies and activities.
- Develop appropriate monitoring and evaluation design for gender mainstreaming in district and provincial government development planning.
- Formulate lessons learned during the GFPs' capacity building process and drafting of recommendations.

During the training, participants shared the initiatives they have taken to mainstream gender in their local development planning and the issues encountered in the process. Discussion on monitoring and evaluating programs/projects with a gender-lens was also done.

The discussion highlighted the varying skills and level of understanding among the GFPs of various gender concepts and issues in their areas. While some have already begun to see how to move towards a more gender-responsive planning and implementation of local government activities and projects, others are still struggling on how to apply these concepts in their respective projects. The discussion also highlighted the importance of support from the District Head, the Bupati. In districts where the Bupati is supportive of gender responsive planning, the GFPs were able to advocate the use of gender tools in the preparation of their 2010 annual plan.

### **Results from the Technical Assistance**

The following emerged as a result of the five-month technical assistance:

- a. Policy support for gender mainstreaming (including designation of people and description of tasks) in Aceh Province has been established through the issuance of the Governor's Decree (SK 260/283/2009 on 28 May 2009) instructing the districts in the province to officially designate gender focal points (GFPs) and working groups for gender mainstreaming. Related to this, respective district/city heads (Bupati/Walikota) have started to issue similar decrees in support of this SK. Formation of working groups at the district and provincial levels for gender mainstreaming is underway;
- b. GFPs and Kabupaten Recovery Facilitators (KRF) in 23 districts/ cities of Aceh Province have been trained on gender-sensitive planning, monitoring and evaluation;
- c. gender-sensitive annual development planning (using gender analytical tools and M&E as learned from the TA workshops) is now being adopted in seven districts (Sabang, Banda Aceh, Aceh Besar, Aceh Timur, Aceh Utara, Bireuen, and Bener Meirah) beginning with the 2010 budget year; and,
- d. integration of gender mainstreaming in the implementation of the Aceh Government Transformation Project (AGTP) supported by the Multidonor Fund through support to the Provincial Badan PP & PA.

### **Recommendations**

In order to sustain the initial gains from the technical assistance in mainstreaming gender in the local development process in Aceh Province and Nias, further support is needed. This includes:

- a. firming up of the institutional arrangement for the GFP work;
- b. advocating gender mainstreaming to provincial and district/city parliaments;

- c. technical support to the six districts who have initiated moves for a more gender-responsive annual development planning, monitoring and evaluation; and
- d. more awareness raising and capacity building related to gender for GFPs and others.

Related to these, the following follow-up actions are proposed:

- a. conduct of regular (quarterly) meetings/forum among the trained GFPs where they can share experiences and knowledge, coordinate activities, develop shared technical guidance, and develop strong network among GFPs;
- b. conduct basic gender analysis training for staff from other SKPD and legislative members in the districts; and
- c. additional technical assistance to 6 pilot districts on gender responsive planning, monitoring and evaluation, including support for replicating in other districts of Aceh Province and Nias.