PROGRAM SOCIAL AND GENDER ASSESSMENT

1. This program social and gender assessment (PSGA) has been prepared for the Integrated Participatory Development and Management of Irrigation Program (the program), which is proposed for Asian Development Bank (ADB) funding using a results-based lending for programs modality. The PSGA analyzes the social and gender mandates of the Government of Indonesia (the government) and how these are reflected in the government’s irrigated agriculture policy and plans. It also assesses the social and gender issues relevant to the program, and identifies actions to address these issues.

A. Introduction

2. The PSGA builds on the existing social and gender policies, guidelines, and processes of the government relevant to irrigated agriculture. The preparation of the PSGA is based on: (i) a desk review of applicable government laws, regulations, strategies, and plans; (ii) interviews with key officials of relevant government agencies; and (iii) interviews with nongovernment organizations and research institutions involved in the irrigation sector.

B. Summary of Program Description

3. The program aims to achieve sustainable and more productive irrigated agriculture in 74 districts across 16 provinces through: (i) improving institutional capacity to implement processes effectively; (ii) strengthening systems and capacities for irrigation management and operations and maintenance (O&M); and (iii) supporting the government’s efforts to improve irrigation infrastructure. The International Fund for Agricultural Development (IFAD) will provide parallel financing for delivery of agricultural services to maximize the benefits brought by irrigation improvements. IFAD’s support will address agricultural service delivery mechanisms, including enhanced extension services, access to financial services, and market access and services promoting value addition and post-harvest activities. The results-based lending (RBL) program will be implemented from 2017 to 2021.

C. Program Social and Gender Impacts and Risks

4. The primary beneficiaries of the program are local farming communities, including women, landowners, and agricultural workers. These include farmer groups and water user associations (WUAs). The program will involve these groups—with special attention to women’s participation—in the construction, rehabilitation and upgrading, O&M, and management of irrigation schemes, thereby improving participation and decision-making by women and local communities. The program will assist smallholder farmers and cultivators to gain improved access to irrigation water and supporting services, which will lead to improved and more stable incomes for both women and men from farm and off-farm activities generated by multiplier effects on the local economy. Both skilled and unskilled agricultural laborers (men and women) will gain employment opportunities from construction activities and increased agricultural production. Landowners will gain enhanced land productivity, rental income, and land value, and cost sharing in O&M and rehabilitation or upgrading. The secondary beneficiaries will be local service providers and others with a stake in the local economy. The program will also benefit district, provincial, and national governments from strengthened institutional frameworks and improved performance in irrigated agriculture, thereby contributing to the national goal of enhanced food security and improved well-being.

1 ADB and IFAD jointly designed the Program to integrate infrastructure, and institutional and agriculture services.
D. Diagnostic Assessment

1. Social and Gender Issues in the Irrigation Sector

5. Indonesia has significantly higher poverty rates in rural areas (14.0% in 2016) than in urban areas (7.7%), even exceeding 20% in some eastern provinces. One manifestation of poverty is the impact on the nutritional status of women and children. Over one-third of children under the age of five in Indonesia are chronically undernourished or stunted, while in some eastern provinces and among poorer families, stunting rates are over 40%. One key to reducing rural poverty in Indonesia is to raise agricultural productivity and incomes, since agriculture is the main source of employment in rural areas, with an estimated 39 million people engaged in small-scale agricultural production.

6. Improving rural incomes will reduce the vulnerability of women and other disadvantaged groups. Some 48% of women and 24% of men who work are in vulnerable employment, meaning unpaid family workers and own-account workers, especially in the agriculture sector. Poor rural incomes and unemployment drive migration. In 2009, an estimated 4.3 million Indonesian migrants overseas (78% of whom were women) were engaged in domestic or care work, in precarious conditions without legal and social protections.

7. Extensive studies and reviews show that irrigation investments can lead to improvements in productivity, employment, and household incomes, benefiting the chronically poor and the landless. To realize the full potential of the irrigation sector, however, Indonesia will need to address the following social and gender issues and their root causes in institutional arrangements:

(i) **Institutional strengthening at the district and provincial levels.** Indonesia’s decentralization and devolution of responsibilities to district governments has not been accompanied by a commensurate strengthening of institutional capacities at district level to support a pro-poor focus and needs-based budgeting in irrigated agricultural planning. As a result, local governments have budgetary, planning, and organizational constraints.

(ii) **Institutional constraints affect the functioning of farmer groups and WUAs.** While farmer groups have considerable voice and political influence, the groups are uncoordinated and overlapping because every government institution establishes its own farmer group. The inadequacy of funding and other support from relevant agencies is a constraint. Most WUAs do not have a structured work plan with budget; and those who do, have not implemented their plans.

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(iii) **Low awareness of farmer groups and WUA members.** Farmers in general, and women in particular, are not aware of the benefits of social organization for accessing technologies and capital financing nor of the markets required to develop farm and agricultural businesses. This is due to the way the sector was organized in the past, with not enough importance accorded to bottom-up approaches. Additionally, the dissemination of irrigation laws and regulations do not always reach down to community level.

(iv) **Weaknesses in social organization undermine the potential of WUAs.** First, WUA organization may not reflect the aspirations and needs of poor farmers and women users. One result is that the social dynamics within and between WUAs are often quite different from the desired collective action expected of WUAs. For example, farmers who have other means of income are less interested in dredging small canals for the common good. Another example is the conjunctive use of water: faced with insufficient and uncertain supply, some farmers pump from waterways, wetlands, and groundwater. Such farmers tend to detach themselves from the group, which undermines social cohesiveness. Second, the status of WUA members (landowners and land users) may contribute to greater social differentiation. In general, all who use irrigation water for the benefit of economic activities are eligible to become WUA members, including landowners, cultivators, tenants, and fishpond owners. In practice, however, WUAs are not always consistent in applying their rules. Poor cultivators often face difficulties in paying the dues. Their exclusion undermines the functioning of the group, especially if the group consists mainly of landowners who can pay the dues. Women in charge of agricultural production, but without property rights, are usually not members of WUAs.

(v) **WUAs are not functional.** Irrigation system management and maintenance cannot realize its full potential if WUAs are not functional. For example, silting of canals requires O&M of irrigation networks on a continual basis, which in turn needs the active engagement and vigilance of WUAs. Rapid changes in land use and conversion require farmers to help relevant agencies in mapping, updating, and inventorying irrigation assets for the Irrigation Asset Management Information System.

(vi) **Weaknesses in the organizational structure of irrigation commissions.** The commissions may not be operational due to a lack of funding, regular staff, and annual work plans. Further, there is room to improve the performance of the irrigation commission by strengthening the technical capacity of its members.

(vii) **Improve women’s participation and empowerment.** Planning, management, and O&M of irrigation systems do not systematically involve consultations with women users. Overall, few women are appointed to strategic positions within the various institutions driving the irrigation sector, such as the district and provincial development and planning agencies (BAPPEDA), irrigation commissions, WUAs, and the agricultural and water resources agencies. Experience from the Participatory Irrigation Sector Project (PISP, 2005–2012) shows that of 476

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8 Articles of Association and Bylaws (Anggaran Dasar / Anggaran Rumah Tangga or AD/ART).
9 Irrigation commissions are coordination and communication bodies comprising representatives of local government, WUAs, and other users of the irrigation system.
BAPPEDA staff at provincial and district level, 16% staff were women and less than one percent ever became head of BAPPEDA. Women accounted for only 25% of water resources services staff, 26% in agricultural services staff, and 9% of irrigation commissions members.\textsuperscript{10} The majority of WUAs (81%) and WUAFs (63%) do not have women on their boards. In those that do have women on their boards, women are in the minority.

(viii) Gender mainstreaming in the irrigation sector is limited. Data are rarely disaggregated by sex. Even when such data are available, there is limited understanding among government staff at central and regional levels of the benefits of gender mainstreaming. Implementation of irrigation programs need to be strengthened with the integration of a gender perspective.

8. Key elements from this diagnostic have been translated into a social and gender action plan for the program. This plan will aim at: (i) accelerating the capacity development of stakeholders to better understand the issues and actions required; (ii) increasing the share of women in strategic positions; (iii) ensuring better social organization of WUAs, with measures that allow the groups to function more effectively; and (iv) strengthening institutions for pro-poor monitoring and gender mainstreaming in the irrigation sector.

2. Institutional Mandates and Capacity for Gender Mainstreaming and Social Inclusion

9. Gender mainstreaming policies. Indonesia’s Civil Code stipulates that men and women have equal ownership rights, and women have full rights concerning secure access to land and non-land assets.\textsuperscript{11} While Article 35 of the 1974 Marriage Law formally adopts the concept of joint ownership of property purchased during marriage or marital property, few parcels of land are registered in the joint name of husband and wife. It is customary for the husband to register marital property in his name.\textsuperscript{12} The Gender Inequality Index for Indonesia is 0.494, and the country ranked 110 out of 188 countries in 2014.\textsuperscript{13}

10. Indonesia has committed to gender mainstreaming at the highest levels. Presidential Decree Number 9/2000 mandates gender mainstreeaming in national development. The National Long-Term Development Plan (RPJPN), 2005–2025\textsuperscript{14} sets out gender equality as a development goal, while the National Medium-Term Development Plan (RPJMN), 2015–2019\textsuperscript{15} has clear gender mainstreaming strategies. The government is implementing Gender Responsive Planning and Budgeting (PPRG) at the national, provincial, and district levels through 34 ministries and agencies, including the Ministry of Public Works and Housing

\textsuperscript{13} UNDP, 2015. Human Development Report, 2015. The Gender Inequality Index is an index for measurement of gender disparity introduced in 2010 by the United Nations Development Programme. This index is a composite measure which captures the loss of achievement within a country due to gender inequality, and uses three dimensions to do so: reproductive health, empowerment, and labor market participation. The value of the Index ranges between zero to 1, with zero being 0% inequality, indicating women fare equally in comparison to men and 1 being 100% inequality, indicating women fare poorly in comparison to men.
The MPWH has issued its own guidelines on integrating gender into program planning and budgeting. The MOA has been undertaking gender mainstreaming through various programs since the issuance of the Presidential Decree 9/2000. To accelerate the gender mainstreaming process, the MPWH and MOA have both established gender working groups with a gender focal point in each Directorate General.

11. **Social inclusion.** The RPJMN 2015–2019 plan focuses on making the growth process more inclusive. Over the next 5 years, the government plans to reduce inequality and poverty through several means. Among others, the government will improve connectivity and accelerate the development of basic infrastructure—including irrigation—to support economic activity and sustainable livelihoods in rural and border areas. Improving service delivery at the sub-national level is also crucial to reducing income inequality, as sub-national governments are responsible for delivering most of the basic social and economic services.

12. **Irrigation management framework.** The sector benefits from the reforms introduced under the ADB-funded Participatory Irrigation Sector Project (PISP) which have been institutionalized in 2015 by the MPWH. The sector benefits from the reforms introduced under the ADB-funded Participatory Irrigation Sector Project (PISP) which have been institutionalized in 2015 by the MPWH. Indonesia has a robust and comprehensive regulatory framework and clear processes, which aim to improve water delivery and O&M services by applying participatory irrigation management (PIM) and establishing WUAs and irrigation commissions. These promote gender mainstreaming and social inclusion.

   (i) MPWH regulation 30/2015 guides the establishment and strengthening of WUAs to ensure farmers’ participation in irrigation management, O&M, and construction. The regulation and its corresponding guidelines lay out the steps to ensure social and gender inclusion. WUAs are encouraged to participate in all steps of decision-making in regard to technical options, implementation of development activities, and improvement of irrigation networks based on needs, abilities, and economic, social, and cultural context.

   (ii) MPWH regulation 17/2015 provides the framework for irrigation commissions. The regulation and guidelines lay out the role and arrangements for the formulation of plans and policies to maintain and improve the condition and function of irrigation water allocation and cropping plans, and recommendations for budget allocation. The irrigation commission includes members from the government and farmers and WUAs representatives to ensure that the needs of farmers are accommodated.

   (iii) MPWH regulation 12/2015, which governs O&M for irrigation systems, calls for farmer participation in O&M activities from planning to implementation.

   (iv) MWPWH circular 473/2015 further supports gender mainstreaming in infrastructure development and related activities.

13. The law 23/2014 on decentralization further reinforced the gender and social inclusion dimension for the irrigation subsector. Local governments are mandated to issue participatory

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16 Decree from the National Development Planning Agency (BAPPENAS) Number KEP 30/M.PPN/HK/03/2009. Perencanaan dan Penganggaran Responsif Gender (PPRG).
17 PISP introduced innovations including: (i) farmer water user associations (WUAs) for management and contracting civil works; (ii) district irrigation commission and plans with asset management and improved budgeting; (iii) improved institutional and fund flow coordination at different levels of government; (iv) agricultural services delivered through WUAs; and (v) improved water management and O&M practices.
irrigation regulations which stipulate farmer and gender participation.

14. **Institutional capacity.** In the regulations above, processes for community participation, social inclusion, and gender mainstreaming are well defined. However, implementation of those processes is poor and fragmented. River basin organizations (RBOs) under the Directorate General of Water Resources, MPWH and sub-national water resources agencies (WRAs) are not systematically applying those regulations and processes, due to lack of awareness and limited capacity. There is a need to appoint dedicated staff in those organizations to ensure compliance with the regulations. Disaggregated data are not systemically generated by RBOs and WRAs. There are opportunities to improve service delivery by: (i) strengthening capacity and awareness of RBO and WRA staff; (ii) appointing dedicated staff to handle gender and social inclusion; and (iii) ensuring that reporting includes disaggregated data.

E. **Social and Gender Program Action**

15. Following the assessment, the program action plan has incorporated actions and targets to address social and gender concerns. The social and gender program action aims to:

   (i) Increase the share of poor farmers and women in the dialogue for strengthening policies and institutional frameworks, in strategic positions in water resources and irrigation organizations, and in capacity building programs;

   (ii) Ensure the participation of poor farmers and women in irrigation management, O&M, and in the improvement of irrigation infrastructure;

   (iii) Strengthen awareness and knowledge among government staff and decision-makers of social and gender issues.