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**THE IMPACT OF SECURE TENURE ON WOMEN'S PARTICIPATION IN AGRICULTURAL HOUSEHOLDS DECISION-MAKING: HAS IT BEEN EQUAL?**

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**ABSTRACT**

*The empowerment of women within the agricultural sector constitutes a pivotal factor for the sustainability of farming practices. A key facet of women's empowerment lies in their capacity to make decisions, encompassing choices both for personal matters and those pertaining to their families. Land ownership is posited as a significant catalyst fostering individual decision-making prowess. However, Indonesia grapples with challenges concerning the attainment of parity in land ownership between genders. This research endeavors to scrutinize the repercussions of land ownership, particularly secure tenure, on individuals' participation in decision-making processes. Additionally, it seeks to discern disparities in decision-making participation between men and women. The data underpinning this study emanate from individual-level information extracted from the 2021 integrated agricultural survey, yielding a robust dataset with 635.235 observations of the adult population. This study utilizes descriptive analysis and logistic regression to reveal and to investigate the relationship between variables. The findings of this investigation illuminate a positive correlation between land ownership and heightened participation in decision-making. Nonetheless, when dissected through the lens of gender, it becomes apparent that women exhibit a propensity for diminished participation in decision-making related to agricultural endeavors, relative to their male counterparts. Remarkably, women endowed with secure tenure tend to manifest a proclivity toward reduced involvement in decision-making processes. Despite this observed trend, it is noteworthy that targeted agricultural training programs hold promise for amplifying the participation of women in decision-making roles. This underscores the potential for interventions aimed at bridging existing gender differentials in decision-making within the agricultural domain.*

**Key words:** *empowerment, gender, secure land rights, sustainable agriculture, marginal effect*

**ABSTRAK**

Pemberdayaan perempuan dalam pertanian terkait kemampuan pengambilan keputusan baik untuk dirinya ataupun untuk keluarganya merupakan salah satu faktor penting dalam pertanian berkelanjutan. Kepemilikan lahan mendorong kemampuan seseorang untuk turut mengambil keputusan. Secara umum, Indonesia juga masih menghadapi tantangan dalam pencapaian kesetaraan dalam kepemilikan lahan antara laki-laki dan perempuan. Penelitian ini bertujuan untuk melihat dampak kepemilikan lahan (*secure tenure*) terhadap partisipasi dalam pengambilan keputusan serta melihat perbedaannya antara laki-laki dan perempuan. Data yang digunakan dalam penelitian merupakan data level individu hasil survei pertanian terintegrasi 2021 dengan jumlah observasi penduduk dewasa sebanyak 635.235. Studi ini menggunakan analisis deskriptif dan analisis regresi logistik untuk memperoleh gambaran hubungan antar variabel. Hasil penelitian menunjukkan bahwa kepemilikan lahan berdampak positif terhadap partisipasi pengambilan keputusan. Namun dari sisi jenis kelamin, partisipasi pengambilan keputusan terkait usaha pertanian oleh perempuan cenderung masih lebih rendah dibandingkan dengan laki-laki. Perempuan yang memiliki *secure tenure* juga memiliki kecenderungan yang lebih rendah dalam partisipasi pengambilan keputusan. Meskipun demikian, partisipasi dalam pengambilan keputusan perempuan dapat ditingkatkan dengan pelatihan terkait pertanian.

**Kata kunci:** pemberdayaan, gender, hak yang aman atas lahan, pertanian berkelanjutan, marginal efek



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## INTRODUCTION

The empowerment of women, particularly within the agricultural context, holds a crucial role in sustainable development (Mwololo et al., 2022; Parawansa, 2003). One manifestation of women's empowerment lies in their ability to make decisions that impact their own lives or those of their families (Mwololo et al., 2022; Swain & Wallentin, 2009). The decision-making capacity of an individual regarding agricultural endeavors is fundamentally influenced by the knowledge they possess (Fajariah, 2022). Similarly, in the realm of agricultural activities, when women actively participate in decision-making within household farming, they contribute valuable knowledge to the agricultural holding (Setiawati et al., 2017). As a result, it is anticipated that in the event of an unexpected disturbance within the household, the household's welfare will be upheld. For instance, if the primary farmer, typically the household's head, is incapacitated due to illness or death, their spouse can step in to ensure the continuation of agricultural activities, thereby preserving the household's overall well-being. In essence, this practice serves as a contributing factor to the achievement of sustainable agriculture in the long run.

One of the primary factors in agricultural activities in Indonesia is land, as the majority of agricultural practices in the country are still land-based. Therefore, land ownership becomes crucial for the continuity of agricultural activities. FAO (2019) employs secure tenure rights as a measure of land ownership. Kabeer (1999) asserts that the possession of resources, including land ownership, enhances an individual's ability to make choices and decisions. For women, land tenure is seen as a means to increase their bargaining power within households (FAO, 2019). Women's bargaining power in households reflects their strength in household decision-making (Swain & Wallentin, 2009).

On the other hand, Indonesia faces challenges in achieving gender equality in land ownership. SDG indicator 5.a.1 measures the prevalence of adult women or men having secure rights to agricultural land, highlighting the importance of women's participation in agriculture and the promotion of gender equality. According to the Central Statistics Agency (2021), approximately 19.65 percent of the entire population aged 18 and above with secure rights to agricultural land are women. This figure indicates that women tend to have lower land ownership compared to men.

Research on the impact of secure tenure on women's decision-making outside Indonesia includes studies by Twyman et al. (2015), Mishra & Sam (2016), Djurfeldt et al. (2018), Han et al. (2019), Wiig (2013), and Yokying & Lambrecht (2020). Djurfeldt et al. (2018) qualitatively investigated the impact of land ownership on decision-making within households, concluding that men remain the decision-makers even when working on their wives' land. Wiig (2013), Han et al. (2019), and Yokying & Lambrecht (2020) conducted empirical studies in Peru, China, and Ghana. Decision-making variables used by Wiig (2013) and Mishra & Sam (2016) pertain to household activities in general, rather than specifically related to agricultural endeavors. Therefore, they do not directly measure women's participation in agricultural activities. However, Yokying & Lambrecht (2020) and Twyman et al. (2015) used participation in decision-making related to agricultural activities to measure decision-making participation, concluding that land ownership positively influences decision-making participation. Additionally, Yokying & Lambrecht (2020) found a significant gender gap in decision-making participation in Ghana. Meanwhile, Deere & Leon (2003) argue that women who own land play a more significant role in household decision-making and agricultural activities. Nevertheless,

considering geographic, ethnic, and cultural differences, Indonesia has unique characteristics compared to these countries.

Relevant research about gender role, land ownership and empowerment conducted in the context of Indonesia includes studies by Azizi et al. (2012), Darma et al. (2022), and Widodo (2009). However, these studies generally focus on gender roles in decision-making within the scope of agriculture and are often limited in sample size. Darma et al. (2022) empirically researched cocoa farming enterprises, while Widodo (2009) qualitatively examined gender roles in tobacco farming activities. Amalia et al. (2020) investigated the influence of land ownership on women's empowerment in terms of accessing information, particularly focusing on paddy fields. The study concluded that women who own paddy fields experience an enhancement in their empowerment.

Research in Indonesia that encompasses the entire agricultural subsector, including food crops, horticulture, plantations, and livestock across all regions, is yet to be found. Therefore, this study aims to explore the impact of secure tenure on participation in decision-making related to agricultural activities, covering the entirety of Indonesia. Additionally, the research will examine gender differences in decision-making participation and assess the impact of secure tenure ownership by women on decision-making participation. This comprehensive approach seeks to contribute valuable insights into the dynamics of secure land tenure and decision-making within the diverse agricultural landscape of Indonesia.

## **METHODS**

This research utilizes individual-level data obtained from the 2021 Integrated Agricultural Survey (SITASI 2021), internationally known as the Agricultural Survey (AGRIS). SITASI 2021 is a national-scale survey conducted by the BPS-Statistics Indonesia, focusing on household agricultural units as one of its statistical units. The analytical unit for this study comprises adults, both male and female, as individuals of this age group are considered capable of making independent decisions (Sholeh & Juniarti, 2022). The defined adult age limit adheres to UN Women's (2020) definition, specifying individuals aged 18 years and above.

The sampling methodology for household units involves a stratified two-stage sampling approach. The first stage entails the probabilistic selection of census blocks based on their size. The second stage employs systematic sampling to select households. The resulting sample weights from this process are utilized in the estimation calculations for this research.

The dependent variable is the participation in decision-making related to agricultural activities. Participation is defined as the involvement of each adult household member in decision-making regarding crops and livestock, encompassing decisions such as planting/harvesting timing, choice of crops or livestock to cultivate, and other relevant aspects of agricultural activities. This decision-making participation variable is binary, with 1 indicating participation and 0 indicating non-participation.

The primary independent variables include secure tenure, interpreted by FAO (2019) as the belief that landowners will not arbitrarily lose their rights to specific land, supported by the assurance that an individual's rights are recognized by others and protected by law and society. Three proxies are employed to measure secure tenure: the existence of land ownership documents, the right to sell, and the right to inherit. According to FAO (2019), these three proxies are robust measures for assessing land tenure rights and can be compared across countries. Each proxy is assigned a value of 1

for "yes" and 0 for "no," and an individual is considered to have secure tenure if at least one of the three proxies is valued at 1. Gender is a nominal variable, with 1 indicating female and 0 indicating male. To examine the differences between males and females, an interaction variable between secure tenure and gender will be employed.

Control variables are based on factors influencing women's empowerment, as identified by Mwololo et al. (2022), Sell & Minot (2018), Trommlerová et al. (2015), Twyman et al. (2015), Wiig (2013), Yokying & Lambrecht (2020). These factors include age, education, participation in agricultural training, and employment status. Education is measured by the highest level completed, categorized into three groups: pre-primary education (never attended school or did not complete primary school), primary education (completed primary school/junior high school), and higher education (completed senior high school or above). Participation in training is a binary variable, coded as 1 for receiving training and 0 for not receiving training.

In delineating the observations and fortifying the undertaken inferences, this study employs descriptive statistics. Logistic regression is harnessed to scrutinize the relationship between decision-making participation and independent variables. Logistic regression is deemed apt for inference given the binary nature of the dependent variable. The logistic regression model employed in this study aligns with the methodology outlined by Ekananda (2016) as follows:

$$Y_i = \begin{cases} Y_i = 0 \\ Y_i = 1 \end{cases} \quad (1)$$

the research model can be written empirically as follows:

$$Y = \alpha + \beta_1 ST + \beta_2 JK + \beta_3 ST * JK + \beta_4 Z_i \quad (2)$$

with the probability function as articulated below:

$$p_i = \frac{e^{X_i\beta}}{1+e^{X_i\beta}} \quad (3)$$

the *marginal effect* formula:

$$\frac{\partial \Lambda(X_i\beta)}{\partial X_i} = \beta \frac{e^{X_i\beta}}{(1+e^{X_i\beta})^2} \quad (4)$$

Notes:

Y = participation in decision-making is the dependent variable

ST = the first main independent variable is secure tenure

JK = the second main independent variable is gender

ST\*JK= the interaction between secure tenure and gender

Z<sub>i</sub> = control variables include age, education, training, and employment status

the impact of secure tenure on decision-making participation can be discerned by examining the direction and value of the parameter  $\beta_1$ . The disparity in decision-making participation between males and females is elucidated through the direction and value of the parameter  $\beta_2$ . Meanwhile, the differential impact of secure tenure on decision-making participation by females is revealed by the parameter  $\beta_3$ .

## RESULTS AND DISCUSSION

### Results

Following the data cleaning process to address missing values in the variables, the study utilizes a dataset comprising 635.235 adult individuals drawn from 254.071 household farming units. Table 1 presents a summary of the variables utilized in the research.

Table 1. The Summary of variable used in this study

variable	notes	Percentage
participation in decision-making	0 - not participate	47,80
	1 - participate	52,20
<i>secure tenure</i>	0 - without secure tenure	69,53
	1 - with secure tenure	30,47
gender	1 - Male	51,78
	2 - Female	48,22
training	0 - never	97,00
	1 - at least once training	3,00
education	0 - not educated/not graduated from primary school	15,21
	1 - Graduated primary school /junior high school	52,24
	2 - at least graduated from senior high school	32,55
work	0 - no	37,69
	1 - yes	62,31
age	numeric	100,00

Source: derived from Integrated Agricultural Survey 2021

According to Table 1, we can observe a relatively balanced distribution in the percentages of individuals involved and not involved in decision-making. Likewise, the proportion of males and females in the research sample exhibits a comparable balance.

### **An overview of the participation in decision-making based on secure tenure ownership and gender**

Figure 1 illustrates a notable gender-based distinction within the adult agricultural workforce concerning secure land tenure. While the proportion of males with or without secure land tenure appears relatively similar, females exhibit a pronounced contrast. Merely around 5.66 percent of females possess secure land tenure, starkly juxtaposed with the 42.56 percent who lack it. This graphical representation underscores a conspicuous gender disparity, indicating a substantially lower incidence of secure land tenure among females engaged in agricultural endeavors compared to their male counterparts.

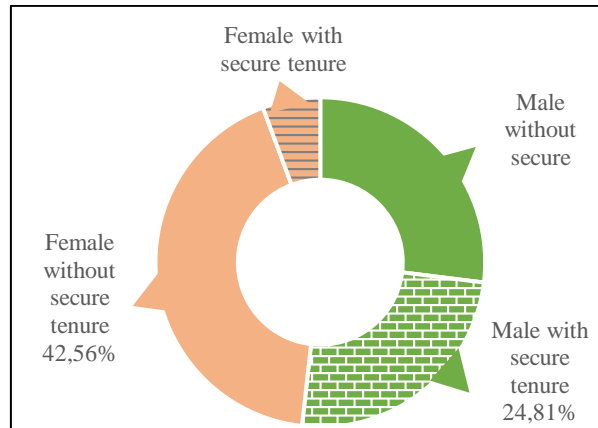


Figure 1. The illustration of the percentage of secure land tenure ownership in agriculture based on gender

Source: derived from Integrated Agricultural Survey 2021

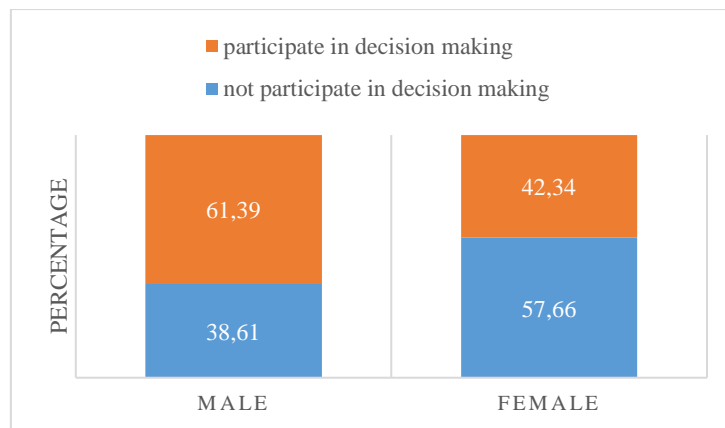


Figure 2. Participation in decision-making related to household agricultural activities by gender

Source: Derived from Integrated Agricultural Survey 2021

Figure 2 portrays the disparity in agricultural decision-making participation between genders. Among males, the participation rate stands at 61.39%, notably exceeding that of females, which is at 42.34%. This discrepancy suggests a lower level of female involvement in agricultural decision-making compared to their male counterparts.

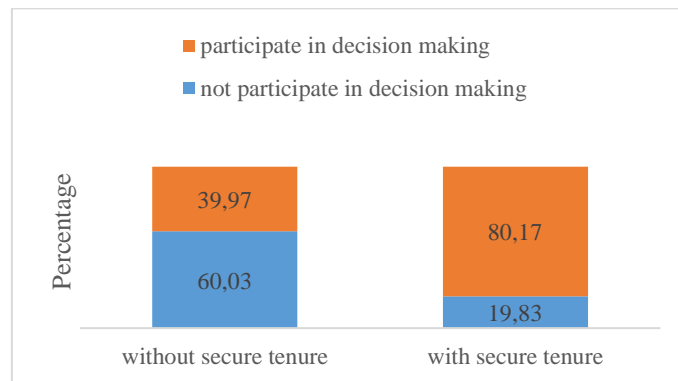


Figure 3. Decision-making participation based on secure land tenure ownership

Source: Derived from Integrated Agricultural Survey 2021

Figure 3 provides insights into the relationship between secure land tenure ownership and participation in agricultural decision-making. Approximately 19.83% of individuals holding secure tenure refrain from engaging in such decision-making processes, whereas the majority, constituting around 80.17%, actively participate. Conversely, among those without secure tenure, about 39.97% are involved in decision-making, while the remaining 60.03% abstain from such participation.

### Estimating the Impact of Secure Tenure on Decision-Making Participation within Households Regarding Agricultural Enterprises

Table 2. Results of Estimating the Impact of Secure Tenure and Gender on Decision-Making Participation using Logistic Regression Model

Variables	Coeff (std. err)	Coeff (std. err)	Coeff (std. err)	marginal effects
(1)	(2)	(3)	(4)	(5)
<b>secure tenure</b> (1 = with secure tenure 0 = without secure tenure)	1.833*** (0.012)	1.818*** (0.013)	0.861*** (0.015)	0.122*** (0.002)
<b>gender</b> (1 = female; 0 = male)	-0.197*** (0.010)	-0.181*** (0.010)	-0.104*** (0.012)	-0.015*** (0.002)
<b>ST-Female</b> (secure tenure*gender)	-0.448*** (0.022)	-0.434*** (0.022)	-0.117*** (0.027)	-0.017*** (0.004)
<b>training</b> (1 = yes; 0 = no)		1.364*** (0.044)	1.110*** (0.048)	0.157*** (0.007)
<b>training*gender</b>		0.161** (0.072)	0.210** (0.085)	0.030** (0.012)
<b>2.education</b> (1 = graduated from primary school/secondary high school)			0.263*** (0.015)	0.038*** (0.002)
<b>3.education</b> (1 = at least graduated from senior high school)			0.112*** (0.017)	0.016*** (0.002)
<b>has occupation</b> (1 = yes; 0 = no)			2.762*** (0.012)	0.391*** (0.001)
<b>age</b>			0.028*** (0.000)	0.004*** (0.000)
<b>Constant</b>	-0.352*** (0.008)	-0.385*** (0.008)	-3.416*** (0.026)	
<b>Observations</b>	635,235	635,235	635,235	635,235
<b>Pseudo R-squared</b>	0.117	0.122	0.355	

Robust standard errors in parentheses

\*\*\* p<0.01, \*\* p<0.05, \* p<0.1

all estimates are calculated using sampling weights

The logistic regression modeling outcomes provide insights into the relationship between decision-making participation and its independent variables. As revealed in Table 2, the positive sign of the coefficient associated with the secure tenure variable

suggests a favorable association with decision-making involvement. Specifically, possessing secure tenure or secure land rights correlates with a 12.2 percent increase in the likelihood of participating in decision-making processes related to agriculture.

Analysis of the estimation results indicates a gender disparity in decision-making within household agricultural activities. Females exhibit a 1.5 percent lower probability of participating in decision-making compared to males. Moreover, the interaction variable "ST-Female" underscores this gap, showing that females with secure tenure face a 1.7 percent reduced likelihood of decision-making involvement relative to other groups, encompassing females without secure tenure, as well as males with and without secure tenure.

Non-formal education, particularly through training programs, emerges as a significant factor influencing decision-making participation. Agricultural-related training among females enhances their likelihood of engaging in agricultural decision-making by 3 percent, as indicated by the marginal effect of the training\*gender variable. Similarly, individuals with primary or secondary education levels demonstrate a 3.8 percent higher probability of decision-making participation compared to those lacking basic education. Furthermore, individuals with education levels beyond primary and secondary schooling exhibit a 1.6 percent greater likelihood of participating in decision-making processes compared to their uneducated counterparts.

## **DISCUSSION**

Disparities in decision-making participation between individuals with and without secure land tenure are evident, with those possessing secure land rights displaying a greater inclination to engage in decision-making processes. This finding resonates with prior research by Yokying & Lambrecht (2020), Wiig (2013), and Kabeer (1999), highlighting the potential of land ownership to bolster decision-making involvement. However, upon closer examination by gender, differences emerge in decision-making participation. Despite potentially minor marginal effect variances, these disparities hold statistical significance. Particularly noteworthy is the estimation indicating a lower likelihood of decision-making participation among women with secure land tenure.

Cultural factors within the Indonesian context may contribute significantly to these observed trends. Scholars such as Mengesha et al. (2021) argue that patriarchal cultural frameworks hinder the efficacy of land ownership initiatives, particularly for women. In Indonesia, land management traditionally remains within the purview of men, even when women hold land rights or inheritances (Luthfi et al., 2010; Sasmita, 2011; Widodo, 2009). García-Morán & Yates (2022) further underscore the influence of local social norms and gender dynamics, which often marginalize women in land and household resource management. Future research incorporating Indonesian cultural variables could offer empirical validation for these assertions. Additionally, Lestari & Setiawan (2020) highlight women's perceived lack of confidence in agricultural management due to cultural perceptions favoring men in this domain.

Nevertheless, the study unveils a promising trend wherein women who undergo agricultural training demonstrate heightened participation in decision-making. This underscores the pivotal role of knowledge acquisition in empowering women, as evidenced by Lukman's (2021) research, which suggests that even informal knowledge acquisition contributes to women's empowerment. Moreover, education emerges as a critical determinant of decision-making participation, with individuals possessing higher education levels exhibiting greater involvement. Thus, ensuring gender parity in training



and education becomes imperative, as emphasized by Sell & Minot (2018). However, it is noteworthy that individuals with education beyond secondary levels show diminished decision-making participation compared to those with basic education, possibly due to employment preferences favoring non-agricultural sectors.

Apart from training and education, work experience in agriculture emerges as a significant factor shaping decision-making dynamics. Household members engaged in agricultural activities demonstrate a heightened likelihood of participating in related decision-making processes, attributed to their accumulated experience and knowledge. Conversely, non-working female household members with agricultural acumen may still engage in decision-making concerning agricultural affairs. Nonetheless, active involvement in agricultural management further enhances women's capabilities, underscoring the multifaceted avenues through which empowerment in agriculture can be fostered.

## CONCLUSIONS

Broadly, secure land tenure is positively correlated with decision-making participation, indicating that individuals with secure land rights are more inclined to engage in decision-making processes. However, gender disparities persist in decision-making involvement, with women exhibiting lower levels of participation compared to men. While these disparities may not be extensive, they remain statistically significant. Additionally, the ownership of secure land tenure among women is notably lower than that among men. Estimation outcomes suggest that even among women with secure land rights, the propensity for agricultural decision-making participation remains comparatively subdued.

Despite these disparities, the study's findings offer a glimmer of hope by suggesting that women's participation in agricultural decision-making can be augmented through targeted agricultural training initiatives. By equipping women with the requisite knowledge and skills, such programs have the potential to bridge the gender gap in decision-making participation. Thus, while challenges persist, there exists a tangible avenue for promoting gender equality in agricultural decision-making through proactive interventions like agricultural training programs.

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