

The Innovations and Challenges of Gender Mainstreaming in Indonesian Ministry of Environment and Forestry

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Abstract

The issue of gender equality in various fields related to natural resource management, including the environment and forestry, has long been a concern of social researchers, especially the issue of gender bias in planning, management, marketing, benefits, and impacts. This paper aims to provide a descriptive analysis of the innovations and challenges of implementing gender mainstreaming ('pengarusutamaan gender'- PUG) in government agencies, namely the Ministry of Environment and Forestry ('Kementerian Lingkungan Hidup dan Kehutanan'-KLHK). PUG is a strategy that aims to achieve gender justice through policies, programs, and activities that take into account the experiences, aspirations, needs, and problems of men and women in the process of monitoring and evaluating all aspects of life and development. The data for this research was collected through a desk study and interviews. The results of the analysis show the implementation of a PUG policy in the KLHK has encouraged internal parties to pay more attention to the issue of gender equality, both in leadership and in program implementation. These innovations must continue to be developed consistently so they can be an inspiration and an example for other government agencies, both at the central and regional levels.

Keywords: gender-responsive policy, equality, development, gender mainstreaming, Indonesian Ministry of Environment and Forestry

Introduction

The 1945 Constitution of the Republic of Indonesia stipulates, "The land, the waters and the natural resources within shall be under the powers of the State and shall be used to the greatest benefit of the people." In this context, "the people" refers to men and women. Hence, the management of Indonesia's natural resources—including earth, water, and other resources—must be carried out in adherence to the principles of sustainability and for the benefit of men and women.

The growing issue of gender equality in developing countries such as Indonesia is inseparable from the growing issue of gender equality at a global level. According to the Global Gender Gap Report 2021, Indonesia ranked 101 out of 156 countries with a score of 0.688, down 16 places from the previous year (World Economic Forum 2021). The gender gap ranking is measured using four indicators: (1) economic opportunity and participation; (2) educational attainment; (3) health and survival; and (4) political empowerment (World Economic Forum 2021). By considering these indicators, it is clear that gender equality in Indonesia is closely tied

to economic development and is not just a matter of morals and justice.

Gender equality and development in the environment is a global issue. The World Bank says gender equality is a key development issue that will strengthen a country's ability to develop, eradicate poverty, and govern effectively (Probosiwi 2015). Hence, a number of world conferences have pushed for a global agreement on women's involvement and participation in decision making for change.

At the Fourth World Conference on Women in Beijing in 1995 (UN Women 1996), the Platform for Action called on governments at all levels (international, national, and subnational), organizations, non-governmental organizations (NGOs), and the private sector to (1) involve women actively in environmental decision making at all levels; (2) integrate gender issues and gender perspectives in policies and programs for sustainable development, and (3) strengthen and develop environmental policies and mechanisms for women (UN Women 1996).

Gender issues have also been recognized at global climate change meetings, such as the United Nations Framework Convention on Climate Change (UNFCCC). In December 2007, at its 13th session, the Conference of the Parties (COP) issued several papers that said the perspectives of women and gender were urgent issues that needed to be managed. It continued this agenda at the 14th COP meeting in Poland by formulating gender-inclusive policy measures to tackle climate change and emphasize that women are important actors and agents of change in dealing with and adapting to global climate change (KLHK 2018).

Since 2000, there has been an increase in efforts to expand the space for women at various levels to have their voices heard and be able to participate in various decision-making processes. Among the many world conferences, the Millennium Development Summit on the Millennium Development Goals (MDGs, 2000–2004) succeeded in integrating gender issues into the global development agenda (UNDP 2015).

Other important world conferences such as the Sustainable Development Goals (SDGs) with the results of the United Nations (UN) summit on 25–27 November 2015, Indonesia and other UN member states signed a joint agreement to implement the SDGs with the agenda contained in *Transforming Our World: The 2030 Agenda for Sustainable Development* (2015). The sustainable development framework includes some of the MDGs. Each of the goals upholds human rights and supports efforts to achieve gender equality and empower women with the principle of no one left behind; in receiving access and benefits and in the implementation process and its substance (Prasetyawati 2018).

Achieving gender equality is Goal 5 of the SDGs. Gender equality refers to an equal situation between men and women in the fulfillment of rights and obligations. The Indonesian Government uses the Gender Empowerment Measure (GEM) to assess gender equality and gender justice by considering the proportion of men and women in public participation and decision making. Based on Statistics Indonesia (2021) data, Indonesia's GEM in 2020 increased from the previous year; from 75.24 to 75.57. These figures indicate that gender equality and gender justice have become a concern for all Indonesians in accessing equal opportunities. They are the basis for women to participate in development, whereby they can equally participate in the whole process, including planning, preparing, processing, and distributing.

Focus on gender equality continues to grow; however, gender-based discrimination still occurs in all aspects of life for people across the world. The nature and extent of discrimination vary greatly across countries and regions, yet there is not a single region in a developing nation that provides women with equality of legal, social, and economic rights.

Gender inequality in opportunity and control over resources, the economy, power, and political participation are ubiquitous. Women and girls bear the brunt of inequality, but, fundamentally, inequality disadvantages all people; men and women. Hence, gender equality is promoted in its own development goal.

In Indonesia, gender inequality in various fields of natural resource management, including the environment and forestry, has become an area of concern for social researchers, particularly the issue of gender bias in the planning, management, marketing, access to benefits, and/or the impacted subject. Actually, gender differences are not an issue if they do not perpetuate injustice on the basis of sex (that is, gender inequality).

It is necessary to guarantee sustainable environmental development in Indonesia in the existing natural resource management methods. Environmental damage is inseparable from the natural resource management practices in Indonesia, which are then replicated in natural resource management policies. The absence of fair regulation (socially and environmentally) will lead to a transfer of control over natural resources from the hands of the people (women and men) to other parties, business actors, and the government. Consequently, many people will be removed from their sources of livelihood (Arief 1994).

At the household level, gender equality is influenced by social interpretations of how to become a woman and how to become a man, the relationship between women and men in the household, society, and social groups, and the effects of gender position and status. This situation affects men and women in accessing opportunities to participate in the development process and obtaining its benefits. The pattern of gender relations that positions women in the domestic sphere and men in the public sphere has created a different relationship between the two in the development process (Saleh 2014).

Men have more opportunities than women to gain access to and benefit from resources, including in development, and natural resource management. Men have greater access to information, markets, technologies, knowledge, and skills. Yet, environmental

damage, global climate change, and the use of chemicals and pesticides have a more direct impact on women. Hence, women tend to be more concerned about dealing with environmental issues. However, the gender issue is not only a women's issue; rather, it emphasizes equal treatment for women and men (gender justice) to obtain an equal pattern of gender relations (gender equality). Women also have the right to articulate and participate in discussions on environmental and natural resources issues and the future of sustainable development (Djelantik 2008).

Gender equality and women's empowerment are effective ways to eradicate poverty, hunger, and disease, and to stimulate genuine and sustainable development. Thus, promoting gender equality is an important part of Indonesia's development strategy. Efforts to integrate gender issues into government programs and activities have been a concern of stakeholders, as stated by the Indonesian Ministry of Environment and Forestry (*Kementerian Lingkungan Hidup dan Kehutanan-KLHK*) in its program implementation.

To improve gender equality, the KLHK has begun to implement policies that mainstream gender and involve women in development processes. This effort aims to eliminate gender inequality, which has manifested in marginalization, subordination, stereotypes, and a greater workload (Fakih 1997).

This article aims to describe the process of gender mainstreaming carried out by a government agency, namely the KLHK, in relation to natural resource management. The analysis seeks to determine the strategies that have been carried out and need to be continued regarding challenges and opportunities, and the innovations and methods used to implement gender mainstreaming.

Research Method

The method used to determine the development and innovation of gender mainstreaming in the KLHK was a literature study (desk study). The literature study included all regulations, planning documents, activity reports, other official documents issued by the KLHK, and other media publications up to the year 2021. The authors conducted direct interviews and gave questionnaires to several informants—both inside and outside the KLHK—to discover the views of various parties.

The sampling technique used in this study was a purposive sampling technique, in which sampling is determined based on certain criteria (Sugiyono 2016).

The main objective of purposive sampling is to produce a sample that logically represents the population. Therefore, the research informants consisted of internal parties, namely from the KLHK, and external parties, namely from national development planning agencies. Internal informants were officials and staff of the 13 working units and the Technical Implementation Unit of the KLHK. External informants were university scholars, the Ministry of Women's Empowerment and Child Protection, the National Development Planning Agency (Bappenas), the Ministry of Finance, and functional planners from several ministries and government agencies.

History of Gender Mainstreaming in KLHK

The KLHK is a government ministry that works in the environment and forestry sector to assist the President in administering policy. The KLHK has committed to increasing women's participation and representation in forest development and environmental management—as stated in various laws, policies, and government regulations during the past two decades. The development of gender mainstreaming at the KLHK is inseparable from the issue of gender equality at the global level.

In 1992, the Rio de Janeiro Earth Summit issued Agenda 21. Agenda 21 stated women were the most important group for achieving sustainable development. In 1997, the Indonesian Government enacted Environmental Law Number 23. Article 5 Paragraph (3) of this law states all humans (men and women) have the right to participate in environmental management. Likewise, the 2002 World Summit on Sustainable Development in Johannesburg emphasized the importance of women's empowerment in environmental management. In essence, international and national commitments state that the success of a country's development is highly dependent on the participation and representation of men and women. Men and women must be involved in development as development actors. The marginalization of the roles of women and men will lead to unequal development processes and outcomes.

In 2000, to respond to gender inequality concerns, Indonesia's President issued Presidential Instruction No. 9, which compelled institutions, ministries, and provincial and district governments to implement a gender mainstreaming strategy. Gender mainstreaming emerged as a development strategy to address the gaps between women and men in access, participation, control, and benefits of development.

Gender mainstreaming is a strategy to achieve gender justice and gender equality through policies, programs, and activities that take into account the experiences, aspirations, needs, and problems of men and women when monitoring and evaluating all aspects of life and development. Gender mainstreaming strategies are implemented in various programs and activities to improve knowledge and awareness, and increase women's participation in politics, decision making, and leadership. Some of the gender mainstreaming activities that have been carried out include integrating gender issues and perspectives into the wider environment and forestry development process by considering the needs, challenges, experiences, and aspirations of women and men. That is, gender mainstreaming in programs and activities must involve men and women as equal partners.

Until 2014, the KLHK had been two separate government departments; the Ministry of Environment and the Ministry of Forestry, each with its own policies, programs, activities, and achievements. It has since merged into a single department.

An environmental management policy with a gender perspective has been used in Indonesia since 1994. In a collaboration with the Canadian government, the Office of the State Minister of Environment launched the Environmental Management Development in Indonesia program, which organized small group discussions and seminars on women's empowerment.

Gender mainstreaming activities at the Office of the State Minister of Environment focused on establishing a gender and environment working group through a project initiated by the Canadian government, named the Collaborative Environmental Project in Indonesia (CEPI) in 1997 (KLHK 2018). The working group consisted of various institutions and units representing the State Minister of Environment, Bappeda (Regional Development Planning Board), Bappeda Sulawesi, the State Minister of Women's Empowerment, and the Center for Human Resources and Environment Research of the University of Indonesia. The activities of the working group included gender and environment capacity building, gender and environmental awareness seminars, gender analysis workshops, and drafting a book titled "Introduction to Gender Responsive Environmental Planning".

In 2001, the Ministry of Environment—based on the initiative of Bappenas, and with support from the Ministry of Women's Empowerment and CIDA assistance through the Development Planning Assistance project—was selected along with eight other development sectors to implement gender mainstreaming by applying the

Gender Analysis Pathway. To do so, the Ministry of Environment formed a gender working group led by the assistant deputy of Urban Community Affairs and with members taken from various units. This activity was an arena for learning by doing, and for creating a sense of ownership.

In 2003, gender integration was conducted in a government program, Environmental Damage and Pollution Prevention and Control Program. The experience of implementing gender mainstreaming was documented in a book titled *Analisis Gender dalam Pembangunan Lingkungan Hidup: Aplikasi Gender Analysis Pathway dan Berbagai Pengalaman* (Environmental Development: Application of Gender Analysis Pathway and Various Experiences) (Bappenas, DPA & CIDA 2002).

The book describes the application and implementation process, including success factors, challenges, and the production of a matrix of the 2003 Annual Development Plan Draft (REPETA) for the Gender Responsive Environmental Management program. The Ministry of Environment expanded this knowledge into other activities, such as including gender issues as one of the elements to be assessed in the Kalpataru Award (Bappenas, DPA & CIDA 2002).

As with tackling gender issues in the forestry sector as a whole, there have been many milestones in integrating gender into forestry policies. The activity that is considered the most important is to align the perceptions of senior figures and central and regional officials about gender with its relevance to forestry policies through advocacy.

In 2003, a gender focal point and a Gender Mainstreaming Working Group Team of the Ministry of Forestry were formed to encourage the gender focal point at Regency Forestry level to promote gender mainstreaming. They were also used as a reference for integrating gender mainstreaming into planning (policies, programs, and activities), ensuring implementation, monitoring and evaluation, and cooperation between working groups and units both internally and with other sectors.

The strategy of learning by doing was implemented through a collaboration between Indonesia and Germany, which developed a program to reduce emissions caused by deforestation and forest degradation (REDD+). This program included various activities, such as pilot projects in Malinau and Berau (East Kalimantan), and Kapuas Hulu (West Kalimantan). The activities included a focus on gender issues; for example, capacity-building activities that considered women's representation.

In an effort to integrate gender into forestry policies, collaboration was carried out with various parties through activities such as training for representatives of the Forest Agency, National Parks, NGOs, and universities. This effort aimed to encourage people to become partners and carry out participatory gender analysis activities at the village level. For example, the Ministry of Forestry was actively involved in a gender-based climate change adaptation study conducted by CIFOR in Setulang Village, Malinau. The Ministry of Forestry also encouraged gender studies in village forest management in other villages.

The gender gap is the result of a development that is both gender neutral and gender biased. Gender neutral is a term that assumes all people, both men and women, are equal without considering the different problems, needs, accesses, controls, and perceived benefits. Environment and forestry development must involve men and women, and the results must be understood in accordance with the needs and problems of all.

In principle, there are two strategies of gender-responsive environmental and natural resource development. First, the strategy of women's empowerment and leaving no one behind through programs for practical purposes, such as socio-economic improvement for women, micro-credit, capacity building, and skills training. Second, the strategy of gender mainstreaming through eliminating subordination, marginalization, and gender discrimination.

The objective of gender mainstreaming in the KLHK is to ensure all its policies, programs, and activities are fair and equal for women and men. Gender mainstreaming must also ensure the sustainability, preservation, and development of the quality of gender mainstreaming drivers in the KLHK. The most important aspect is to ensure all levels of the KLHK understand the concepts, principles, and strategies of gender mainstreaming in the tasks, functions, and authorities of the KLHK. The development of the gender mainstreaming process in the KLHK is illustrated in the following table.

Table 1. Development of Gender Mainstreaming Process in the Ministry of Environment and Forestry

Year	Development of Gender Mainstreaming Process in the Ministry of Environment and Forestry
2000	● The President issued Presidential Instruction No. 9 which obliges institutions and ministries as well as provincial, district and city governments to implement a gender mainstreaming strategy.
2003	● Establishment of the Ministry of Forestry's Gender Mainstreaming Working Group membership through Ministerial Decree No. 82 of 2003. ● Equalization of perceptions of central and regional structural officials.
2004	● Issuance of Guidelines for the Implementation of Gender Mainstreaming of Ministry of Forestry through Decree No. 528 of 2004. ● Leadership training for female senior staff. ● Establishment of institutions and child care centers.
2005	● Pocket Book of Gender Mainstreaming of the Ministry of Forestry. ● Socialization of gender mainstreaming in 7 provinces. ● Publishing gender mainstreaming icon on the Ministry of Forestry's website.
2011	● Issuance of GRPB Guidelines (Permenhut RI No.65 of 2011). ● MoU of the Ministry of Forestry and MoWECP. ● MoU of the Ministry of Environment and MoWECP. ● Anugerah Parahita Ekapraya Pratama (APE Award) ● Gender Mainstreaming as a strategy in the Ministry of Forestry's Strategic Planning (2010-2014). ● Training of trainer (TOT) for the Ministry of Forestry's personnel. ● Mapping of gender-responsive documents.
2012	● Disaggregated data compilation in the forestry sector. ● Anugerah Parahita Ekapraya: MADYA. ● Research on Women in Climate Change-Gender Representation in Reducing Poverty and Protecting Livelihood in Mountainous Ecosystem at Solak District, West Sumatra. ● Advocacy for gender-responsive activities at the leadership level.

Year	Development of Gender Mainstreaming Process in the Ministry of Environment and Forestry
2013	● Anugerah Parahita Ekapraya: MADYA. ● Handbook for Gender-Disaggregated Data Compilation. ● Handbook for Monitoring and Evaluation of Gender Responsive Activities. ● Model Development in Agam-West Sumatra and East Sumba- East Nusa Tenggara. ● Facility building; ladies parking, lactation room, and complaint room. ● Socialization of Law on Child Protection and the Elimination of Domestic Violence. ● Research on “<i>Gender dalam Perubahan Iklim: Merespons Ketidakpastian Masa Depan</i>” (Gender in Climate Change: Responding to Future Uncertainty).
2014	● TOT on Gender Responsive Planning and Budgeting (GRPB) and gender mainstreaming facilitation techniques. ● GRPB audit briefing. ● Socialization and Assistance of GRPB (in Berau, Malinau, and Kapuas Hulu). ● Development of the concept of gender in climate change. ● Gender mainstreaming (web)site launch. ● Model Development in 3 Demonstration Activity Project; REDD+ in collaboration with Germany (FORCLIME).
2015	● Training of Facilitator (TOF) of Public Dialogue around the forest area. ● Development of the concept of gender in climate change. ● Development of e-learning with MoWECP. ● Gender-responsive audit training for 100 auditors in Yogyakarta. ● Revision of gender mainstreaming implementation guidelines in the field of environment and forestry
2016	● HR capacity development through GRPB TOT and gender mainstreaming facilitation techniques (Facilitator for each Echelon I). ● Gender-responsive audit implementation training, gender training for auditors. ● Establishment of gender mainstreaming sub-working group in each Echelon I unit of the Ministry of Environment and Forestry. ● Formulation of a policy brief on Gender Responsive Environmental and Forestry Activities (results of the study). ● Provision of Gender Responsive Information, Education, Communication (IEC) Materials. ● Organizing the orientation of the implementation of women's empowerment and child protection (TOT) of gender mainstreaming sub-working group of Secretariat General. ● Signing MoU between MoWECP-MoEF. ● Anugerah Parahita Ekapraya: UTAMA (2015-2016)
2017	● TOT of GRPB and Gender Facilitation Techniques in the environment and forestry Sector in 2017. ● Implementation of PUG in the LHK Sector Guidelines: Decree No. P.31/ MenLHK/SETJEN/SET.1/5/2017. ● Formulation of gender education and training curriculum. ● Formulation of gender audit guidelines.
2018	● GRPB supervision training for 100 auditors. ● Socialization of GM in Ecoregion of Sulawesi and Maluku. ● Socialization of GM in Ecoregion of Java. ● Socialization of GM at Ditjen PPI (Directorate General of Climate Change) ● Socialization of GM at Ditjen PSKL (Directorate General of Social Forestry and Environmental Partnership) ● Socialization of GM with Widyaswara. ● Anugerah Parahita Ekapraya, category: MENTOR.
2019	● GRPB Audit Training for 100 auditors. ● Refreshment of GM Facilitators. ● Working meeting for the formulation of NSPK (norms, standards, procedures, and criteria) of the Education and Training Institute. ● Gender Responsive and Gender E-Learning. ● Coordination Meeting on gender mainstreaming at MoEF Indonesia.

Year	Development of Gender Mainstreaming Process in the Ministry of Environment and Forestry
2020	● Inter-echelon I competition on gender mainstreaming at the Ministry of Environment and Forestry ● Virtual Workshop of the Directorate General of Sustainable Production Forest Management. ● Virtual Workshop of the Directorate General of Social Forestry and Environmental Partnership. ● Virtual Workshop of the Directorate General of Nature Resources and Ecosystem Conservation. ● Virtual Workshop of the Directorate General of Environmental Pollution and Degradation Control. ● Virtual Workshop of the Directorate General of Waste, Hazardous, Toxic and Waste Management. ● Virtual Workshop of the Directorate General of Watershed Control and Protected Forest. ● Socialization of gender mainstreaming for Echelon I. ● MoEF Indonesia's Coordination Meeting on Gender mainstreaming 2020. ● MoU between MoEF and MoWECF.
2021	● Anugerah Parahita Ekapraya (APE Award) category: MENTOR. ● Counseling and training for regional working units of the environment and forestry sector at the provincial and district/city levels. ● Competition on gender mainstreaming for Echelon II and Technical Implementation Units of MoEF Indonesia ● Storytelling video contest on gender mainstreaming. ● 2012 Gender Festival. ● MoEF Indonesia's gender mainstreaming roadmap 2020-2024.

Source: compiled from the Ministry of Environment and Forestry data

Gender Mainstreaming Innovations in KLHK

The main objective of gender mainstreaming in the KLHK is to integrate gender perspectives into all processes of planning, budgeting, implementation, monitoring, and evaluation of policies, programs, and activities. In addition, the integration of a gender perspective must affect individual cultures within the ministry so as to produce an institutional culture that is sensitive to gender issues.

There are seven prerequisites for gender mainstreaming in the KLHK: commitment, policies, institution, resources, disaggregated data, tools, and public participation. The gender mainstreaming innovations of the KLHK are inseparable from the fulfillment of these prerequisites.

Regarding the prerequisites for fulfilling commitments and policies, the KLHK issued Ministerial Regulation No. 31 of 2017 on Guidelines for the Implementation of Gender Mainstreaming in the Environment and Forestry Sector. In addition, an MoU between the Minister of Environment and Forestry and the Minister of Women's Empowerment and Child Protection was signed, and the KLHK's Gender Mainstreaming Roadmap (2020–2024) was drawn up. Further, commitments related to gender mainstreaming are included in the KLHK Strategic Plan for 2020–2024 and the annual work plans of the Ministry, Echelon I Unit, and its organizational units.

According to some media publications, the Minister of Environment and Forestry often conveys commitments and directions to all levels of the KLHK. It aims to encourage KLHK officials to commit to implementing gender mainstreaming through fair and equal policy plans, programs, and activities, and making innovations to accelerate gender mainstreaming in the environment and forestry sector. According to the minister, the objective of gender mainstreaming is to reduce the gap in access, participation, control, and perceived benefits of natural resources.

From a leadership perspective, the Minister of Environment and Forestry has demonstrated that efforts to achieve gender justice in the national development of the environment and forestry sector can be carried out not only through gender mainstreaming strategies but also through affirmation strategies that prioritize marginalized groups. The community—women and men—are the main actors of development, especially in the environment and forestry sector. Therefore, it is very important to include gender issues and women's empowerment issues in the whole development program; planning, budgeting, implementation, and control.

As with the commitment of the Minister of Environment and Forestry to gender mainstreaming, every level of the KLHK ensures the planning, budgeting,

implementation, and control of all activities and programs are responsive to gender issues. The development and improvement of gender-responsive facilities and infrastructure are carried out at the central level up to the Technical Implementation Unit.

Based on the inventory of regulatory data, gender issues have so far been integrated into 40 laws and regulations. This figure is increasing, and the laws/regulations are monitored every year. These laws and regulations cover various priority areas, including forestry planning and environmental management; social forestry; environmental partnerships; multi-business forestry; conservation of natural resources and ecosystems; watershed rehabilitation, peat and mangroves; pollution control and environmental damage; climate change control; B3 waste management; circular economy, carbon trading, environmental, and forestry law enforcement; HR development; and policies that are included in supporting areas, such as supervision,

management of the apparatus, asset management, and other management support mechanisms.

Regarding the prerequisite for institution, as stipulated through the Decree of the Minister of Environment and Forestry No. 45 of 2018, the KLHK established a Gender Mainstreaming Working Group and Gender Mainstreaming Sub-Working Group in 13 Echelon I Units and Technical Implementation Units. To date, there are 102 Technical Implementation Units that have established Gender Mainstreaming Sub-Working Groups, which accounts for 30% of the KLHK's Technical Implementation Units across Indonesia.

Regarding the prerequisite for resources, budget-planning mapping shows there is an increase in budget allocations for gender-responsive activities and human resources capacity building on gender mainstreaming in the KLHK. A Gender-responsive Budget is one that is responsive to the needs of women and men in order to achieve gender equality and gender justice.

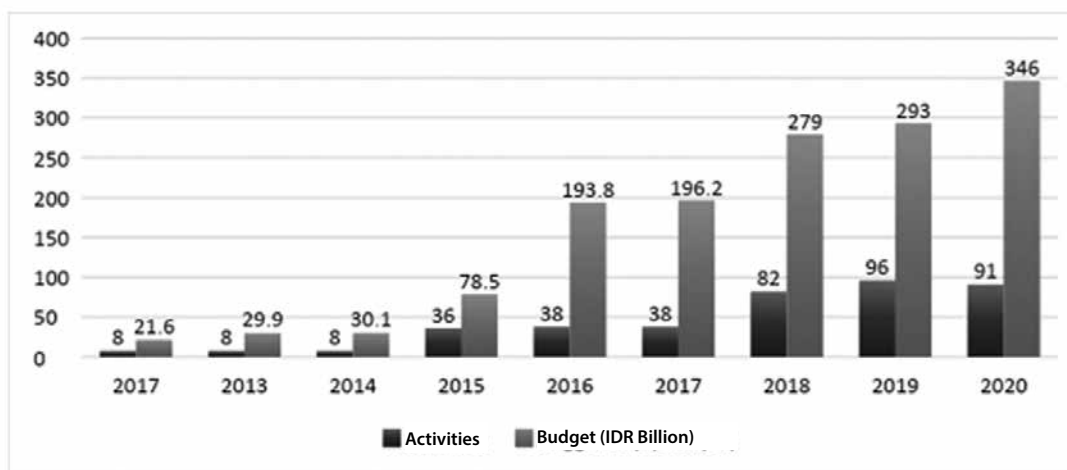


Figure 1. Application of gender-responsive budgeting in the Environment and Forestry activities.

Source: compiled from KLHK's data

Regarding the prerequisite for disaggregated data, all organizational units are required to display up-to-date disaggregated data on various media and institutional web pages. Likewise, during the implementation of activities, organizations are required to provide disaggregated data for each targeted community or group. The disaggregated data of the KLHK can also be viewed on its website.

Based on data from June 2021, 15,935 civil servants worked at the KLHK; 74% of which were men and 26% women. The disaggregated data also shows the age, education, and job position of the employees. Every year, the disaggregated data is included in the employee data on the official website—ropeg.menlhk.go.id. Based on the KLHK's staff data, women have not held policy-making positions, quantitatively or qualitatively. However, as a result of gender mainstreaming in the institution, more women have had the opportunity to hold decision-making positions.

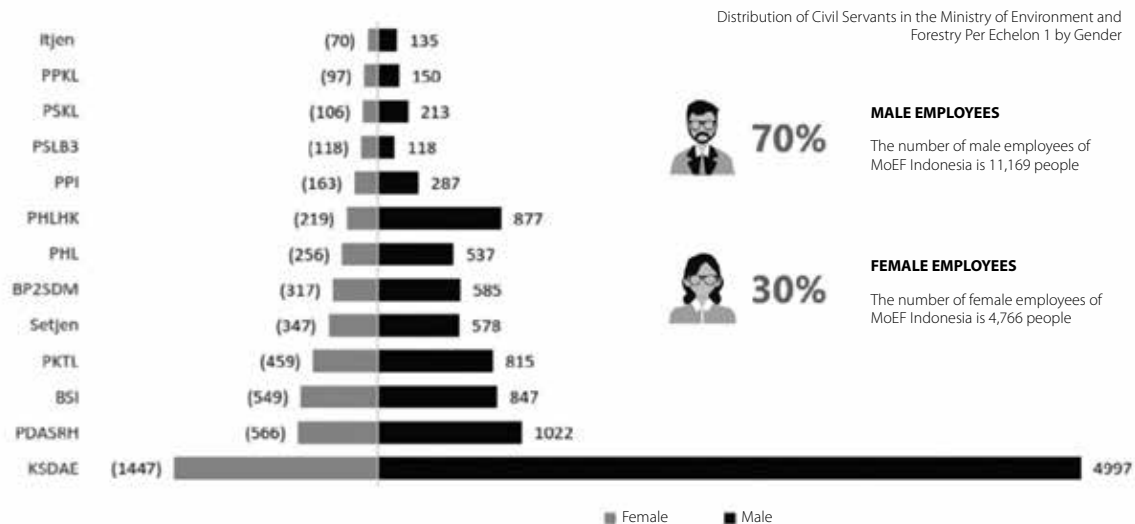


Figure 2. Ministry of Environment and Forestry's Employees According to Their Sex¹

Source: ropeg.menlhk.go.id (2021)

The Directorate General of Natural Resources and Ecosystem Conservation has the largest number of employees with 4,997 male employees and 1,447 female employees. This organization is responsible for managing conservation forest areas such as national parks, nature reserves, wildlife reserves, tourism parks, and hunting parks in Indonesia. The second-highest number of employees is at the Directorate General of Watershed Management and Forest Rehabilitation, the organizational unit in charge of watershed management and forest rehabilitation in all provinces in Indonesia.

All the main tasks and functions of KLHK organizational units have direct contact with members of society, including forest rehabilitation actors, village communities around conservation areas, and communities in Forest Management Units and social forestry communities and groups. Gender-responsive policies function as an entry point to ground gender mainstreaming.

Regarding the prerequisite for tools, the KLHK has published A Guidebook on Compiling Disaggregated Data, A Guidebook on Monitoring and Evaluating Gender-responsive Budgets, and A Guidebook on Gender Audits and Social Media Management to Promote Gender Mainstreaming on Social Media (Instagram, Twitter, Website, Facebook, etc.).

Regarding the prerequisite for public participation, the KLHK involves various community associations and institutions, businesses, educational institutions, and community groups around the forest in its activities. These groups are: IWAPI, KOWANI, De Tara Foundation, UNDP, UN Women, Pattiro, GIZ, Pesona Mart, RAPP, HKm

Mart, Grand Spartan Indonesia, and some state and private universities.

After twenty years, the implementation of gender mainstreaming has expanded to not just focus on eliminating the gender gap but to also involve social inclusion activities. Attention is given to not only women and men, but also to people with special needs, such as persons with disabilities, children, elderly people, indigenous people, and other minority groups. The various needs are accommodated for in gender-responsive facilities and infrastructure at the KLHK. For instance, Arboretum Ir. Lukito Daryadi, M.Sc., a place for the elderly to do gymnastics every morning; Taman Bina Balita Sylva, a children's park at the KLHK head office; a children's playroom at the office of the KLHK's Technical Implementation Unit; priority elevators, stairs and toilets for persons with disabilities; and other facilities and infrastructure at the head office and Technical Implementation Units of the KLHK.

In 2021, for the second time, the KLHK received the Parahita Eka Praya (APE) Award in the Mentor Category. The APE Award is the highest award given to ministries/ government agencies and local governments that encourage the acceleration of women's empowerment programs and integrated gender issues initiatives. As a recipient of this highest category award, by the President, award, KLHK is able to be a place for learning and can develop the understanding, work culture, and behavior of all its employees to be gender responsive.

This achievement is remarkable because it highlights that gender mainstreaming is not just a formality for the

KLHK but has become organizational culture. Winning the mentor category of the APE award is a major motivator for the KLHK to encourage and accelerate gender mainstreaming implementation in the ministry. However, as the KLHK is a large government agency, these values have not reached all of its civil servants, which totals 15,800 people.

The results of the interview show that for gender mainstreaming to be the culture of each individual in the KLHK, it must become a topic of conversation across the organization. There must also be a continuous effort to reach more people; to increase their awareness and encourage them to become agents of change who promote conversations about gender mainstreaming in all working units of the KLHK.

Certainly, all of the KLHK's civil servants must discuss gender values correctly and without coercion. The encouragement to make gender a habitual topic of conversation should not just occur at the leadership level but at all levels of employees. The mindset and behavior of the civil servants must reflect gender values in everyday life.

To achieve those goals, in 2021, the KLHK held a Gender Festival. Despite the Covid-19 pandemic, gender mainstreaming activities are still being conducted at the KLHK. Through the festival activities, 40 Gender Leaders and 1,000 Gender Champions were appointed. The KLHK Planning Bureau stated that if this activity continues, in the next 4 years, there will be 160 Gender Leaders and 5,000 Gender Champions; thus, at least 30% of the KLHK's civil servants will be talking about gender at work and at home. If more people are talking about gender, it is possible a Gender Community will be established in KLHK.

This innovation can be applied by all central and local government agencies to create more Gender Leaders and Gender Champions who will make gender-responsive policies. Through the gender festival, the KLHK tries to realize the SDG principle of "No One Left Behind". The KLHK interprets this principle as an effort to ensure that no one is left behind, forgotten, or marginalized from their right to education and equal access to development.

For instance, the 2021 Gender Festival used a modern and casual setting to help people understand gender mainstreaming more easily. The events of the festival were GLEADS (Gender Leadership) and TEACH (Training for Eco Gender Hub); GENERATION (Gender Competition); and PESTA (Eco-gender and Nature Conservation Week).

GLEADS inspirational class were held 5–6 times virtually on Zoom from April to August 2021. This class was attended by 40 participants, including Echelon I Officials and the Head of Balai Besar. The participants took turns being speakers and motivators and telling stories about initiatives in gender mainstreaming implementation in their respective work units.

TEACH was conducted on YouTube and in Zoom meetings and was attended by 1,000 employees of the KLHK consisting of representatives from Echelon II, Technical Implementation Units, and the KLHK's partners. Participants were divided into five classes and trained in using creative thinking and design thinking for implementing gender mainstreaming in the environment and forestry sector. Different from ordinary gender classes, this Eco-gender class not only discussed the relationship between humans but also focused on ways to preserve the Earth. At the end of the learning process, participants designed ideas, innovations, and simple actions to support the TEACH initiative. Each participant actively learned and made innovations.

Those classes were then assessed in a gender mainstreaming competition between the KLHK's working units, GENERATION. This competition was effective in making gender equality a topic of discussion in the KLHK. The series of TEACH, GLEADS, and GENERATION initiatives have the potential to become a driving force for realizing gender equality and gender justice in the KLHK.

The series of events, as the culmination of the KLHK Gender Festival, was relaunched as PESTA (Eco-Gender and Nature Conservation Week). This activity was enhanced by several activities such as Konser 7 Ruang, a webinar on gender, a film festival, and a photo video festival. PESTA showcased the innovations and works from the GLEADS and TEACH participants and presented them with a GENERATION Award. The participants were all KLHK civil servants, staff from other agencies, work partners, and members of the community.

This activity focused on efforts to change mindsets and implement programs internally. Thus, it did not involve public participation. All of those activities were organized to strengthen gender mainstreaming within the KLHK, and is one of the best practices to be applied by other agencies or institutions. Concepts and models of these activities can be different, depending on the context. The KLHK has a biannual program planning as a result of the enthusiastic response of its working units. The positive enthusiasm can be seen in the involvement of the Heads of the Technical Implementation Units and Echelon I in every activity.

Creativity is an effective mechanism for discussing gender issues in the KLHK because the nuances of the subject matter are easier to follow than in more rigid activities such as workshops and webinars. With leaders who are responsive to gender issues and committed to its acceleration, gender mainstreaming policies and implementation can run smoothly. This positive step can be realized through several changes to regulations, programs and activities, facilities and infrastructure, and even interactions between civil servants and other stakeholders. There have been significant benefits and changes within the KLHK since these activities were held. Gender mainstreaming has become an important issue discussed in the program and has even received special attention at the grassroots level. One example of best practice in implementing gender mainstreaming is the Wonosadi Customary Forest led by a woman named Sri Hartini. Thus, female leadership is no longer impossible. Furthermore, the KLHK working units have made efforts to formulate policies and improve facilities and infrastructure so they take into account targeted and gender-responsive needs and focus on women's experiences. This implementation is expected to provide equal access, participation, control, and benefits for women and men.

Challenges of Gender Mainstreaming in KLHK

Internally, efforts to mainstream gender in the KLHK have been very successful with the fulfillment of various prerequisites and the discussion of gender equality issues in the KLHK at the central and regional levels. However, there is a perception that gender equality is not an urgent issue. This perception is found in some informants; both internal and external of the KLHK. It indicates that efforts to increase people's understanding of gender equality in the environment and forestry sector needs to be continued.

Some informants argued the KLHK was quite successful in achieving gender mainstreaming because it was driven by leadership factors. That is, the minister is a woman. The forestry sector, which is widely perceived as a masculine industry, is now under the leadership of a woman. However, the success of women's participation—as shown by female leaders—needs to be replicated at the forest management level. At the grassroots level, there have been some female leaders such as Mahariah, an initiator of Pulauku Nol Sampah; Resti Rambu Ana, a daughter of the King of Prailiu in Sumba, East Nusa Tenggara, who serves as the leader of Forest Rangers in Matalawa National Park; Sri Hartini, the Head of

JAGAWANA (the Wonosadi Customary Forest guards) in Yogyakarta; and many other stories of female leaders in the field of environment and forestry.

Studies show that participation is a complex process. Participation can be “just a number” and based on mere physical presence, or it can refer to effective participation that is interactive and empowering and that encourages taking initiative and using influence. The participation space is not neutral because it is full of power influences; thus, the space can be closed or open. Power relations dictate a participatory process and “those who can grow according to identity, discourse, and (political) interests”. The power in the space occurs in different forms (hidden, visible, or invisible), which has implications for the transformative potential of the space (Gaventa & Martorano 2016).

Therefore, it is not enough to only require the presence of women in the decision-making process. The key is to understand the power dynamics that shape their participation, because interventions to increase women's participation in projects and decision making in the community can have unintended consequences for forest conservation and gender relations in society. One example is a reforestation project in Nigeria that took up a lot of women's time, which made the project unpopular and led to its termination (Leach 1991). This example indicates the importance of conducting a gender analysis to map the possible outcomes of the project.

Through gender mainstreaming in the KLHK, informants agree that both men and women should have equal opportunities to access and occupy central positions and roles. Although the number does not have to be the same, the access and opportunities must be equal. This issue is as equally important for government agencies as it is at the forest resource management level.

Research shows that gender influences the way men and women use forest resources. Men and women participate in various stages of the production of wood and non-timber forest products—although the participation varies by country and by the community (Sunderland et al. 2014). Evidence shows there is an increased number of women participating in community forestry institutions that improve forest governance and resource sustainability. A study shows that communities with more women in the forest management group, and communities with all female group members, have better forest regeneration and growth (Agarwal, 2009). A 2016 multinational study showed that improvements in local natural resource governance and conservation occurred

when women participated in resource management (Leisher et al. 2016).

To participate effectively in the forestry sector, women need experience, skills, and confidence to participate in the public sphere. Substantive representation is assessed from decisions, processes, and regulations that take into account the different gender roles of men and women; thus, women have sufficient influence (Agarwal 2010). However, participation can be an additional burden for women who are already overwhelmed with daily household tasks (the impact of the double burden attached to women). Therefore, gender analysis in each community is very important to create an effective participation model (Bolanos & Schmink 2005).

Taking into account the broad aspects of environmental and forestry management, it is important to convince the parties that the integration of gender issues into various programs and activities, from the top to the bottom, is necessary. The gender mainstreaming strategy can be implemented differently based on the location and conditions, in order to maximize the benefit to all people.

Conclusion

The KLHK is a Central Government Agency that is concerned with environment and forestry-related affairs in Indonesia. Some of its regulations—including norms, standards, procedures, and policies—will be a reference and guide for actors at the central and regional levels and their authority to regulate, implement, and utilize natural resource management. Therefore, gender mainstreaming in the KLHK plays a strategic role in increasing gender awareness and gender justice in Indonesia through various gender-responsive program interventions and activities.

Innovative activities related to gender mainstreaming efforts in the KLHK have been consistently developed and have grown from year to year, in terms of the budget and the variety of activities. The KLHK's gender mainstreaming innovations are inseparable from efforts to fulfill the seven preconditions for gender mainstreaming that have been developed and replicated at various levels of its organization, and also at the community level—that is, the program beneficiaries.

The main challenge of the KLHK's gender mainstreaming is the need for continuous efforts to increase the understanding of internal and external stakeholders because there are many perceptions that gender is not an urgent issue. This perception arises

because of the culture, education, and environment of the involved parties. Therefore, gender issues must be continuously voiced in various environment and forestry development activities.

As a follow-up strategy, every level of the organization needs to conduct a gender analysis to implement an effective participation model so that gender mainstreaming driven by centralized policies can be directly applied according to the needs of each level of the organization. The implementation of gender mainstreaming can encourage women to have access and control at every stage of learning; from planning and implementing to monitoring and evaluating activities. The next step is to establish a complaints channel, internal and external, to find out the challenges and problems related to gender mainstreaming implementation in the KLHK.

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Endnote

1. Itjen: Inspectorate General, PPKL: Environmental Pollution and Degradation Control, PSKL: Social Forestry and Environmental Partnership, PSLB3: Waste, Hazardous, Toxic and Waste Management, PPI: Climate Change Control, PHLHK: Law Enforcement of Environment and Forestry, PHL: Sustainable Forest Management, BP2SDM: Agency for Human Resources Development, Setjen: General Secretariat, PKTL: Forestry Planning and Environmental Management, BSI: Standardization and Instrument Agency, PDASRH: Watershed Management and Forest Rehabilitation, KSDAE: Nature Resources and Ecosystem Conservation

