

Gender Responsive Social Forestry Policy: A Case Study of Laws and Regulations in the Social Forestry Sector and the Granting of Social Forestry Permits

Enik Ekowati¹ & Muamar²

Direktorat Penanganan Konflik Tenurial dan Hutan Adat¹ & Sekretariat Direktorat Jenderal Perhutanan Sosial dan Kemitraan Lingkungan²

Gedung Manggala Wanabakti Lantai XI Blok I Gelora, Tanah Abang, Jakarta Pusat

ekowati_enik@yahoo.com¹; lmu amar@gmail.com²

Manuscript Chronology: received 30 January 2022, revised 2 February 2022, accepted 11 April 2022

Abstract

This article focuses on two issues; whether the Directorate General of Social Forestry and Environmental Partnership has integrated gender issues into laws and regulations and policy implementation, and whether these issues have been applied to the granting of Social Forestry permits. This study uses empirical legal research methods to assess the application of gender issues in the Social Forestry Regulations and Permit Policy. The results of this study indicate an increase in the number of Social Forestry provisions that regulate gender issues. That is, in the Minister of Environment and Forestry Regulation No. 83 of 2016 there are two articles that regulate gender issues, whereas in the Minister of Environment and Forestry Regulation No. 9 of 2021 there are seven articles. The integration of gender-responsive articles and the implementation of gender-responsive practices have led to significant changes such as the management by women of two Social Forestry Business groups, Katimpun Village and Damaran Village. This process represents the first step of positive change in the implementation of gender mainstreaming policies in environmental issues in the Ministry of Environment and Forestry.

Keywords: Social Forestry, gender issues in Social Forestry, permits for Social Forestry management, women and Social Forestry, laws and regulations

Introduction

At the Eighth World Forestry Congress held in Jakarta in 1978 a new approach to the management of forest resources in the world was declared, namely Forest for people. Forest for people can be defined as a vision of forest resource development that is ideal for countries with large populations and most of them depend on forest resources for their livelihoods. The most popular term written in various papers at the forestry congress was the term forestry activities involving the community and known as Social Forestry (Awang 1999).

In order to follow up on the world forestry congress, the Indonesian government through the Ministry of Environment and Forestry launched a community empowerment scheme in forest management in Indonesia in 2006. The forms of community empowerment are Community Forest (HKm), the Community Plantation Forest (HTR), Village Forests (HD), And Forestry Partnerships which are currently known as Social Forestry programs. Long before the existence of the community empowerment scheme, the government

had involved the community in managing forest areas by utilizing non-timber forest products.

Community involvement in forest management was realized by the issuance of the Decree of the Minister of Forestry Number 622/Kpts-II/1995 in 1995 concerning Community Forest Guidelines. This policy aims to provide opportunities for the community to participate in forest area management, production of forests, and protected forests. The Decree has several weaknesses, including a two-year period only; forest utilization activities are limited to intercropping activities and non-timber forest products; and the results of the activities are more aimed at the rehabilitation of critical land in production forest areas.

The gender-based proportion of community involvement is still unequal as women are less involved in decision-making and forest management. Issues of tradition, mindset, and policies that are not gender-responsive have a big role in marginalizing the role of women. These issues have received less attention

because the community is still questioning if their role in forest management is guaranteed.

As a result of the non-optimal role of the community in forest area management, the Minister of Forestry issued a Decree of the Minister of Forestry Number 677/Kpts-II/1998 concerning Community Forests. It aims to increase access for the community to the Community Forest Concession Rights through cooperative institutions. Furthermore, in line with the regional autonomy policy, the Minister of Forestry issued Decree Number 31/Kpts-II/2001 concerning Forest Administration.

Regarding efforts to balance the ratio of control over forest area management between corporations and communities, the government established Government Regulation No. 6 of 2007 which regulates the Community Forest program (HKm). This regulation was later amended through Government Number 3 of 2008 which regulates forest management within the community through the Community Forest (HKm), Village Forest (HD), Community Plantation Forest (HTR), and Forestry Partnership (KK).

Providing access to the community aims to eradicate poverty. The social forestry program is a national program in the forest sector that aims to open access to management for communities that depend on the sustainability of forests with their biodiversity. Based on the data, there are 25,863 villages with an area of arable land of around 9.2 million hectares. Forest village communities mostly live in poverty, are unemployed, and landless (PSKL 2021). The data shows that people living in forests are one of the largest poor groups in Indonesia. Outside Java, the majority of rural communities live in or around state forests. Around 48.8 million people live on state forest lands and about 10.2 million of them are considered poor. In addition, there are 20 million people who live in villages near forests and 6 million of them depend most of their lives on forests (Wulan et al 2004). However, in reality, women in the community continue to experience marginalization and impoverishment which can be seen from the lack of women's involvement in the use of social forestry products.

From 2006 to 2015, the realization of community empowerment, both in terms of area and forest yields, has not been encouraging. In the period 2007-2014, only 449,104.23 hectares of forest area were registered (PSKL 2021). This low achievement is due to the lack of policy support (political will) which includes Social Forestry as part of the community empowerment system. As stated in the ninth part of Government Regulation No. 6 of 2002 on Forest Arrangement and Formulation of Forest Management Plan as well as Forest Exploitation.

In the era of President Joko Widodo, the government is committed to allocating 12.7 million state forest areas to be distributed to the community through the Social Forestry (SF) program. Social Forestry is made a national priority program in the context of equitable distribution of the national economy through the provision of land access, opportunities, and the capacity of human resources (HR). In this regard, SF provides access to forest land management to the community for 35 years and can be extended after evaluation.

The achievement of SF up to 2021 was 4,901,778.64 hectares consisted of 7,477 decree units and involving approximately 1,049,215 families (PSKL 2021). Based on the recipients of social forestry permits/approvals totaling 1,049,215 people, women's groups are groups that are vulnerable to discrimination in the management of social forestry. Various criticisms emerged in the form of statements that women are often not involved much in the social forestry permit applications and in every decision-making process. Consequently, the organized programs and activities do not address the needs and problems of women. Therefore, this paper is important as it examines the implementation of gender equality in laws and regulations of the Directorate General of Social Forestry and Environmental Partnership as well as policies and implementation of the issuance of permits/approvals for social forestry.

Based on the above introduction there are several main problems to discuss, they are: 1) Has the Directorate General of Social Forestry and Environmental Partnership integrated gender issues into policies and laws and regulations? 2) Has the issuance of Social Forestry permits taken gender issues into account?

Conceptual Foundation

This paper applies the theory of gender analysis to determine the roles of women and men related to the granting of social forestry permits. Gender analysis is a method or tool to detect gender gap or disparity through the provision of data and facts as well as information about men and women in terms of access, role, control, and benefits (Puspitawati 2013).

Gender analysis as a conceptual basis is used to determine whether or not there is a gender problem by investigating the gender disparity. With the gender analysis, it is expected that gender gap can be identified and analyzed appropriately so that the causal factors and steps to solve the problem can be found (Puspitawati 2013).

Furthermore, gender analysis is the process of systematically analyzing data and information about men and women in order to identify and reveal the positions, functions, roles and responsibilities of men and women, as well as the factors that influence them (Faraz 2012). In the context of granting social forestry permits/approvals, this method of analysis is the first step in the framework of developing gender-responsive program policies and activities. For this purpose, gender-based data is required, namely qualitative and quantitative data that has been separated between men and women (Faraz 2012).

Theoretically, there are several technical models of gender analysis that have been developed by experts (Faraz 2012), including 1) Harvard Model; 2) Moser Model; 3) SWOT Model; and 4) Gender Analysis Pathway or GAP Model. In GAP, the analysis method of this article is helped by paying attention to the planning of policies, programs, and activities that involve a gender-responsive approach, especially in the implementation of the Ministry of Environment and Forestry up to the site level.

Thus, the use of gender analysis (GAP) as a conceptual foundation is very important, especially for decision-makers. In this case, the Directorate General of Social Forestry and Environmental Partnership aims to increase awareness of internal parties (the Ministry of Environment and Forestry) as well as external parties in the management of social forestry. For external parties, gender analysis is an instrument to measure women's involvement in managing forest areas.

Research Method

This article uses empirical legal research methods. The empirical legal research method is a legal research based on normative legal science (laws and regulations) which, instead of studying the norm system in laws and regulations, it is simply observing the reactions and interactions that occur when the norm system works in society (Fajar & Achmad 2009).

The primary data in this study relates to the making of laws and regulations in the social forestry sector, namely the granting of permits that are pro-gender issues. In addition, primary data is supported by secondary data in the form of primary legal materials, such as statutory provisions and related literature.

This research is limited to the study of the provisions of laws and regulations relating to gender-responsive content. This study examines the provisions of the Minister of Environment and Forestry Regulation Number 83 of 2016 and Ministerial Regulation Number

39 of 2017 along with the Directorate General of Social Forestry and Environmental Partnership Regulation as technical guidelines for the implementation of PS which was amended by Minister of Environment and Forestry Regulation Number 9 of 2021 on Social Forestry Management. In addition, researchers also investigate social forestry permits/approvals managed by women. The use of the empirical legal research method aims not only to discuss doctrinal normative regulations but also to reveal facts. These facts include the making of laws and regulations in the field of social forestry as well as the role of actors in the policy of granting permits/ approvals for social forestry which have not been well portrayed.

Gender Mainstreaming in Regulations on Social Forestry

Policies to create gender equality in the social forestry sector requires legal rules as a guide for stakeholders in the implementation of granting permits for social forestry (before and after). Theoretically, gender equality is the equality of conditions for men and women to have opportunities and rights as human beings. Gender equality is expected to be able to play a role and participate in the political, economic, socio-cultural, defense, and national security activities, as well as equality in accessing the development outcomes (Sufiarti 2007). Thus, gender equality is a process of receiving and evaluating equally. Some of the main things that can be understood from gender equality (Sufiarti 2007) are: a) Differences between men and women; b) The different roles of men and women in society; c) Difference in biological condition between males and females is basically due to the function of reproduction in women; d) Differences between men and women should be seen as a blessing; e) Gender equality is not synonymous with equality; and f) Gender equality means equality in existence, in empowerment, and participation in all of domestic and public areas.

Those six points become the philosophical and theoretical basis for the formulation of the articles in the Minister of Environment and Forestry Regulation Number P.83/MENLHK/SETJEN/KUM.1/10/2016 on Social Forestry and the Minister of Environment and Forestry Regulation Number P.39/MENLHK/SETJEN/KUM.1/6/2017 on Social Forestry in the Working Area of Perum Perhutani or better known as Social Forestry in Java and Director General's Derivative Regulations.

Social Forestry is a sustainable forest management system implemented in state forest areas or Private Forests/ Customary Forests carried out by local communities

or customary law communities as the main actors in order to improve welfare, environmental balance, and socio-cultural dynamics. There are five schemes of Social Forestry, namely Village Forest (HD), Community Forest (HKm), Community Plantation Forest (HTR), Customary Forest (HA), and Forestry Partnerships. By definition, HD is an area with no permit and managed by the village nearby for their community's wellbeing. HKm is a forest area which main use is to empower the community. HTR is a plantation forest in a Production Forest built by community groups to increase the potential and quality of Production Forest by implementing a silvicultural system in order to ensure the sustainability of the forest resources. HA is a forest located within the territory of the Customary Law community. Meanwhile, the Forestry Partnership Agreement is a partnership agreement that is given to the holder of a forest utilization business permit or the holder of approval for the use of a forest area with partners/communities to utilize the forest in a Protected Forest area or a Production Forest area.

The permit for social forestry in Java is known as the Social Forestry Forest Utilization Permit (IPHPS). IPHPS is a business in the form of area utilization, utilization of timber forest products in plantation forests, utilization of non-timber forest products in plantation forests, utilization of water, utilization of water energy, utilization of natural tourism services, utilization of natural tourism facilities, utilization of carbon absorption in production and protected forests, utilization of carbon storage, Social Forestry Forest Utilization Permit (IPHPS), and Forestry Partnership Recognition and Protection (Kulin KK). All of these schemes provide equal opportunities for men and women in accessing forest areas which implementation is adjusted to the social and cultural conditions of the community.

Based on the examination of all articles of the SF regulations, both in ministerial regulations and director-general regulations, It can be concluded that 17 regulations have accommodated gender, as in 2 Ministerial regulations and 15 Directorate General of Social Forestry and Environmental Partnership regulations in the following table.

Table 1. List of Gender-Responsive Ministerial Regulations and the Directorate General of Social Forestry and Environmental Partnership Regulations

	Regulations	Substance of Gender
1	Minister of Environment and Forestry Regulation Number P.83/MENLHK/SETJEN/KUM.1/10/2016 on Social Forestry	CHAPTER I, Part One, Article 1, number 15. "Local Community Group is a group of individuals—women and men—who come from the local community." CHAPTER V, Article 58, number (1), letter h. "Getting fair treatment on the basis of gender or other forms".
2	Minister of Environment and Forestry Regulation Number P.39/MENLHK/SETJEN/KUM.1 /6/2017 on Social Forestry in the Working Area of Perum Perhutani	Chapter II Article 11 paragraphs 3 and 4 Paragraph 3: The head of applicant groups or applicant group members are farmers who do not own land or farmers who own land less than or equal to 0.5 (five-tenths) hectare. "Farmers as referred to in paragraph (3) taking into account the gender perspective."
3	Minister of Environment and Forestry Regulation Number P.1 /PSKL/SET/KUM.1/2/2016 on Procedures for Verification and Validation of Private Forest	CHAPTER I, Second Part, Article 2, paragraph (1). "This regulation is intended to provide guidelines for the implementation of private forest verification and validation in a transparent, participatory, accountable and non-discriminatory manner by providing equal opportunities for men and women".

	Regulations	Substance of Gender
4	Directorate General of Social Forestry and Environmental Partnership Regulation Number P.2/PSKL/SET/KUM.1/3/2016 on Community-based Natural Resource Protection and Management of the Environment and Forestry	CHAPTER III, Article 3, paragraph (2). "Community members are individuals—men and women—who have the commitment, concern, and willingness to make efforts to preserve, protect, and manage natural resources."
5	Directorate General of Social Forestry and Environmental Partnership Regulation Number P.4/PSKL/SET/PSL.1/4/2016 on Guidelines for Mediation of Forest Area Tenure Conflict	Appendix, Procedure for Implementation of Mediation, II 1. A.2.c.4). b) "The experts/figures/other informants may come from the government (central and regional), scientists, professionals, leaders (religion, customs, society, women, youth, etc.), non-governmental organizations, and others."
6	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.5/PSKL/KELING/PSL.3/4/2016 on Procedure for Verification of Kalpataru Award	CHAPTER I, Second Part, Article 2 paragraph (1). "This regulation is intended to provide regulation for the Directorate General of Social Forestry and Environmental Partnership concerning procedures for conducting verification of candidates for the Kalpataru award in a transparent, participatory, accountable and non-discriminatory manner by providing equal opportunities for men and women."
7	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.6/PSKL/SET / PSL.1/5/2016 on Guidelines for Assessment of Tenure Conflict in Forest Area	Appendix, Guidelines for Assessment of Tenure Conflict in Forest Area, IV.4.1.3.3. "The mechanism for determining representation must be carried out in a participatory and transparent manner by considering vulnerable groups, such as the poor and women" Appendix, Guidelines for Assessment of Tenure Conflicts in Forest Areas, IV.4.2. "Bidding system—highest bid and lowest bid (TanTeTaRa)—are options for resolving tenure conflicts that need to be prepared by the community before entering the negotiating table. These options must be in the form of a mutual agreement and reflect the aspirations of the parties, especially vulnerable groups and women."
8	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.11/PSKL/SET/PSL.0/11/2016 on Guidelines for Verification of Applications for Village Forest Management Rights (HPHD)	CHAPTER I, Second Part, Article 2, paragraph (1). "This regulation is intended to provide guidance on procedures for applying and implementing verification of the Village Forest Management Rights HPHD applications in a transparent, participatory, accountable and non-discriminatory manner by providing equal opportunities for men and women."
9	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.12/PSKL/SET/PSL.0/11/2016 on Guidelines for Verification of Applications for Business Permit for Utilization of Community Forest Products (IUPHKm)	CHAPTER I, Second Part, Article 2, paragraph (1). "This regulation is intended to provide guidelines regarding procedures for applying and implementing verification of Business Permits for Utilization of Community Forest Products (IUPHKm) applications in a transparent, participatory, accountable, and non-discriminatory manner by providing equal opportunities for men and women".
10	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.13/PSKL/SET/PSL.0/11/2016 on Guidelines for Verification of Applications for Timber Utilization License - Community Plantation Forest (IUPHHK-HTR)	CHAPTER I, Second Part, Article 2, paragraph (1). "This regulation is intended to provide guidance on procedures for applying and implementing verification of Timber Utilization License - Community Plantation Forest (IUPHHK-HTR) applications in a transparent, participatory, accountable, and non-discriminatory manner by providing equal opportunities for men and women".

Regulations		Substance of Gender
11	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.14/PSKL/SET/PSL.0/11/2016 on Guidelines for Facilitation, Formation, and Procedures of the Working Group for the Acceleration of Social Forestry (Pokja PPS)	<p>Article 1 paragraph (2).</p> <p>"Facilitation, as referred to in paragraph (1), is carried out through workshops at the center or in the regions which are attended by the parties and are inclusive by promoting gender equality."</p>
12	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P. 16/PSKL/SET/PSL.0/12/2016 on Guidelines for the Preparation of Village Forest Management Plan, Work Plan for Forest Management and Forest Utilization Timber Products of Community Plantation Forest	<p>CHAPTER I, Second Part, Article 2 paragraph (1).</p> <p>"This regulation is intended to provide guidelines for the preparation of Village Forest Management Plan (RPHD) or Work Plan for Timber Utilization License - Community Forest Plantation (RKU-IUPHHK-HTR) in a transparent, participatory, accountable, and non-discriminatory manner by providing equal opportunities for men and women."</p>
13	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.17/PSKL/SET/PSL.0/12/2016 on Guidelines for the Implementation of Community Plantation Forest Activities	<p>CHAPTER I, Second Part, Article 2 paragraph (1).</p> <p>"The regulation is intended to provide guidelines for the implementation of Community Plantation Forest (HTR) activities in a transparent, participatory, accountable, and non-discriminatory manner by providing equal opportunities for men, men and women".</p>
14	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.18/PSKL/SET /PSL.0/12/2016 on Guidelines for Drafting Cooperation Agreement Document (NKK)	<p>CHAPTER 11, Article 2 paragraph (1).</p> <p>"This regulation is intended to provide guidance regarding procedures for the preparation of the Cooperation Agreement Document (NKK) in a transparent, participatory, accountable, and non-discriminatory manner by providing equal opportunities for men and women".</p>
15	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.22/PSKL/SET/PSL.3/12/2016 on the Establishment of a Communication Channel for Social Forestry and Environmental Partnership	<p>Article 2 paragraph (1).</p> <p>"This regulation is intended to provide guidelines for implementing the PSL Communication Channel (Kakom-PKSL) in a transparent, participatory, accountable, and non-discriminatory manner by providing equal opportunities for men and women."</p>
16	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.23/PSKL/SET/PSL.3/12/2016 on Guidelines for the Role of Business Actors in the Implementation of Environmental and Forestry Protection and Management	<p>Article 2 paragraph (1).</p> <p>"This regulation is intended to provide guidelines for the implementation of the role of businesses in the protection and management of the environment and forestry in a transparent, participatory, accountable, and transparent manner, and non-discriminatory by providing equal opportunities for men and women".</p> <p>Appendix, III. 6)</p> <p>"Supporting environmental and forestry education facilities, such as audiovisual production and book publishing for use in Early Childhood Education (PAUD)/Kindergarten (TK)/schools/universities."</p>
17	Regulation of the Directorate General of Social Forestry and Environmental Partnership Number P.2/PSKL/SET/KUM.1 /3/2017 on Guidelines for the Development, Control and Evaluation of Social Forestry	<p>CHAPTER I, Second Part, Article 2 paragraph (1).</p> <p>"This regulation is intended to provide guidance for assistance, control, and evaluation in a transparent, participatory, accountable and non-discriminatory manner by providing equal opportunities for men and women."</p>

Source: The Ministry of Environment and Forestry Regulations

Based on Table 1, it can be seen that the regulations within the Directorate General of Social Forestry and Environmental Partnership have accommodated gender by providing equal opportunities in granting approval for Social Forestry from pre-permission and post-permit. The permit includes the preparation of a business work plan as well as in activities in the Directorate General of Social Forestry and Environmental Partnership, such as facilitating a conflict situation, awarding Kalpataru, coaching activities, control, and evaluation of SF. Although the regulations in the two Ministerial Regulations only consist of 3 articles, technically they have been translated into 16 Directorate General Regulations as guidelines of Social Forestry implementation.

After the enactment of Law Number 11 of 2020 on Job Creation, Social Forestry has a strong legal standing as regulated in Article 29 A and Article 29 B. It strengthens the position of Social Forestry compared to Law Number 41 of 1999 on Forestry. This strengthening is clearly regulated in the Job Creation Act on the material on Social Forestry. It is different from Law Number 41 of 1999 which implicitly regulates social forestry. Further arrangements are regulated in Government Regulation Number 23 of 2021 on the Implementation of Forestry and Regulation of the Minister of Environment and Forestry on Social Forestry Management.

The process of drafting the Minister of Environment and Forestry Regulation Number 9 of 2021 involved related parties through two public consultations by inviting parties consisting of central/regional governments, academics, NGOs, SF activists, international institutions, and community leaders. In particular, the Directorate General of Social Forestry and Environmental Partnership held a hybrid public consultation on 19 March 2021 which was attended by approximately 500 participants, including representatives of SF female activists who either represented organizations or individuals who were concerned about gender issues in Social Forestry. All inputs from participants were mapped based on the material in the Draft of Ministerial Regulation on Social Forestry as material for improving the draft.

Based on the mapping of the public communications results, many participants conveyed the importance of explicit gender regulation in the Ministerial Regulation draft. The inputs are summarized in 4 important points, they are: 1) Minister of Environment and Forestry Regulation Number 83 of 2016 has not accommodated gender from upstream to the end of the social forestry program since before and after the permit in detail; 2) The role of women is only processed at the end—in

business management—but is not involved from the initial planning and in institutional management and regional management; 3) The previous provision which stipulates that the SF permit is required for the Head of the Family causes the ownership of the social forestry permit to be gender-biased; and 4) Constraints on social forestry requirements in the form of Family Cards and Identity Cards which are usually dominated by men who are generally the heads of families.

The above inputs affect the content of the Ministerial Regulation in accommodating gender issues, both at the application process stage and the post-approval stage for social forestry management. They prompted changes to regulations. Thus, the Regulation of the Minister of Environment and Forestry Number 83 of 2016 has 2 articles that regulate gender, amended by the Regulation of the Minister of Environment and Forestry Number 9 of 2021 with the addition of 7 articles.

In general, the content of gender material in the Minister of Environment and Forestry Regulation Number 9 of 2021 is as follows:

1. Beneficiaries of Village Forests (HD) are provided with the condition that one family is represented by one person by providing equal opportunities for men and women (Article 10).
2. Group members who can be granted Social Forestry Approval are granted with the condition that one family is represented by one person by providing equal opportunities for men and women (Article 21).
3. Criteria for applicants for the Community Plantation Forest (HTR) approval include one family being represented by one person by providing equal opportunities, both men and women (Article 33).
4. Partners in forestry partnership agreements are granted with the condition that one family is represented by one person by providing equal opportunities for both men and women (Article 44).
5. Rights of HD, HKm, and HTR approval holders to receive fair treatment based on gender and other forms (Article 90).
6. Formulation of the Social Forestry Work Plan (RKPS) and Annual Work Plan (RKT) (Article 107).
7. Evaluation of Social Forestry management activities covers various aspects, one of which is the social aspect; gender equality and representation of women's groups (Article 189).

The seven points can be seen as a breakthrough for the existence of gender issues in every decision. Article 10 paragraph (5) of the Minister of Environment and Forestry Regulation Number 9 of 2021 stipulates that village forest beneficiaries are given the following provision: one family is represented by one person by providing equal opportunities, both men and women. This is an advancement in that village forest beneficiaries get equal opportunities regardless of gender.

Regarding community forest approval, Article 21 provides opportunities for group members; one family is represented by one person by providing equal opportunities to men and women. Article 33 for the approval of community plantation forest states that one family is also given equal opportunities, both men and women. The forestry partnership scheme also provides opportunities for men and women who are represented by one family head to partner with the holders of forestry permits and forest product utilization permits.

The provisions of Article 90 letter h, holders of the Village Forest (HD), Community Forest (HKm), and Community Plantation Forest (HTR) management approvals, are entitled to fair treatment on the basis of gender or other forms. With the provisions of this article, the Ministry of Environment and Forestry provides equal opportunities for men and women in applying for social forestry approval. The same thing applies to the aspects of obligations and prohibitions against holders of social forestry approvals.

Furthermore, the urgency of gender (equality) is regulated in Article 107 which contains material on the preparation of a social forestry work plan for a period of 10 years and an annual work plan for a period of one year. The matters regulated in the work plan include a. Institutional strengthening; b. Forest management includes: 1) Structuring the area; 2) Forest Utilization; 3) Forest rehabilitation; and 4) Forest protection and security; c. Entrepreneurship development; and d. Monitoring and evaluation. In addition, the technical aspects of forestry and business development work plans are prepared by taking into account local wisdom, forest potential, market opportunities, and aspects of gender mainstreaming.

After the stage of preparing the social forestry work plan, the regulation on gender is contained in Article 189 on evaluation. Evaluation of Social Forestry Management activities which include the following aspects: a. Administration; b. Ecology; c. Social; and d. Economy. These social aspects include a. Increasing members'

income and welfare; b. Strengthening accountable and transparent institutions; c. Changes in the behavior of the management and members; d. Conflict resolution; e. Gender equality; f. Representation of the parties, especially groups of women, youth, and marginalized groups; g. Contribution of the permit holders to the surrounding village/community; h. Stakeholders' support for the implementation of Social Forestry; and i. Innovative activities in Social Forestry Management.

The added provisions of the article that regulates gender in the Minister of Environment and Forestry Regulation Number 9 of 2021 is a tangible form of implementing gender mainstreaming thoroughly from upstream to downstream from the approval stage to business development and evaluation of the environment and forestry sector. At the practical level, this is a form of evaluation of the Minister of Environment and Forestry Regulation Number 83 of 2016 which has not optimally regulated substance of gender.

Gender-Responsive Policy Implementation

The success of gender mainstreaming requires seven prerequisites, namely commitment, policies, institution, resources, disaggregated data, analytical tools, and community participation. The commitment of the Directorate General of Social Forestry and Environmental Partnership has been demonstrated by the support of policies that have included gender material in the Minister of Environment and Forestry Regulation Number 9 of 2021 and previous Ministerial Regulations and Directorate General Regulations. The implementation of gender mainstreaming policies as policy implementation is contained in policy documents, namely planning documents and budget documents.

The planning document of the Directorate General of Social Forestry and Environmental Partnership has included gender issues contained in the Strategic Plan (Renstra) of the Directorate General of PSLK for the 2020-2024 period, the Strategic Plan for five technical directorates within the scope of the Directorate General of Social Forestry and Environmental Partnership, Strategic Plan of 5 Centers for Social Forestry and Environmental Partnership (BPSKL). The budget document containing the Gender Analysis Pathway (GAP) and Gender Budget Statement (GBS) documents from 2016-2012 and the 2021 Directorate General of Social Forestry and Environmental Partnership work plan that has been designed has seven outputs related to gender responsiveness (PSKL 2021).

Institution to support Gender Mainstreaming has been established by the Gender Mainstreaming Working Group of the Directorate General of Social Forestry and Environmental Partnership through the Decree of the Director General of Social Forestry and Environmental Partnership Decree No.28/PSKL/ SET/OTL/12/2017, gender facilitator in the Decree of Secretary to the Director General of Social Forestry and Environmental Partnership (Setditjen PSKL) No. ST.04/ PSKL-SET/KOTL/OTL.0/12/2019, and the determination of the Gender Mainstreaming Working Group at 5 Centers for Social Forestry and Environmental Partnership (BPSKL). The allocation of resources has been carried out through GRPB training for 32 people appointed through the Secretariat General's Assignment Letter Number ST.1/ PSKL/SET/KOTL/OTL.0/1/2020. The GRPB training and mentoring facilitator for four people is determined through the Secretariat General's Assignment Letter Number ST.4/PSKL-SET/KOTL/OTL.0/12/2019 to determine the gender champion. A total of 3 (three) people were assigned to provide input related to gender mainstreaming was determined through the Letter of Assignment of the Secretary to the Director General of Social Forestry and Environmental Partnership No. ST.2/ PSKL-SET/KOTL/OTL.0/1/2020. The budget was allocated to facilitate gender mainstreaming activities in 2020 through the State Budget sourced from foreign grants amounting to IDR 1,534,960,000.00. In 2021, the Gender Responsive Budget (ARG) has been allocated at 43.67% (147.8 billion), and consists of the following outputs: 1) Recommendations for Preparing Access to Manage Social Forestry in HD, HKm, KK, IPHPS Schemes; 2) Social Forestry Management Permit in HD, HKm, KK, IPHPS Schemes; 3) Ratified Work Plan/management of Social Forestry groups; 4) Social Forestry Business Group (KUPS) upgraded to gold/platinum class or level; Facilities and infrastructure for increasing the added value of forest products and environmental services; and 6) Social Forestry Assistance Personnel.

To provide a direction for accelerating the implementation of gender mainstreaming in the Directorate General of Social Forestry and Environmental Partnership, Decree Number SK.9/PSKL/SET/KEU.0/2/2021 on the gender mainstreaming action plan of the Directorate General of Social Forestry and Environmental Partnership of the Ministry of Environment and Forestry was issued. The establishment of an action plan aims to accelerate gender mainstreaming by encouraging, streamlining, and optimizing efforts in the field of social forestry and environmental partnerships. In the previous year, an Action Plan was made through Decree Number

SK.9/PSKL/SET/OTL.0/4/2020 dated April 1, 2020, on the Action Plan for Gender Mainstreaming of the Directorate General of Social Forestry and Environmental Partnership. There are several objectives of this decree: 1) To integrate a gender perspective in national planning, both Strategic Plan and Work Plan; 2) To increase the understanding and commitment to gender mainstreaming in planning and budgeting; 3) To know whether there is a gender bias in each activity within the Directorate General of Social Forestry and Environmental Partnership. 4) To arrange a series of activities in the context of accelerating the implementation of gender mainstreaming; 5) To improve the capacity of planners in preparing gender-based budgets and ensure that there is a gender-based budget allocation; 6) To ensure that gender-based budgeting is included in the planning application; 7) To obtain information of the conditions, needs, problems faced by women and men related to access, participation, control, and benefits in the development of Social Forestry so as to facilitate the planning and budgeting process of gender responsive development programs and activities; 8) To encourage a social forestry group management system that applies the principles of gender equality so that the existence of SF can provide fair benefits to all community groups, including women, men, persons with disabilities, and other vulnerable groups; 9) To support the implementation of infrastructure development within the Directorate General of Social Forestry and Environmental Partnership that is gender-responsive and as a means of supporting the improvement of work productivity for the elements involved in it; 10) To provide an overview of the implementation of SF activities in terms of gender mainstreaming aspects; 11) To encourage and improve the knowledge of the facilitators of POKJA PPS (Working Group for the Acceleration of Social Forestry) related to the concept of gender mainstreaming in the Social Forestry and Environmental Partnership field; 12) To provide innovation in providing tools or facilities and infrastructure that are gender responsive to support cultivation, harvesting, product processing, and marketing purposes to support Social Forestry Business Group (KUPS); 13) To develop informative and communicative methods for disseminating GM information; 14) To help the process of fetal growth and development in the mother's womb; 15) To develop informative and communicative methods for disseminating GM information; 16) To encourage the understanding of employees within the Directorate General of Social Forestry and Environmental Partnership.

The Directorate General of Social Forestry and Environmental Partnership already has disaggregated data of its total employees and its activities which include

data on granting access to Social Forestry, Kalpataru award, appreciation for Social Forest leaders, Wana Lestari award, and environment-based community (Communication Channel). Evidence of acknowledgment of women's involvement can be seen from the number of Kalpataru awardees. As of 2021, there were 360 awardees—38 of which were female awardees (10%). For the appreciation of social forestry leaders, 12% of which were women. The percentage of Wana Lestari female awardees was 34%. And environment community members, 23% of which were women (PSKL 2011). The awardees are not indicated by number, but by the representation of women who provide an equal opportunity or access. The form of the award is given based on the results of the selection which includes certain criteria and indicators. This process indicates there have opportunities and recognition for women.

At the site level, it is necessary to strengthen all parties involved in Social Forestry; local governments, academics, supporting institutions, and Non-Government Organizations (NGOs) regarding the need for gender mainstreaming, so that indications of the successful implementation of gender-responsive policies are not only written programs but are implemented comprehensively and sustainably. Inter-institutional communication will ensure that the implementation of the policy is well addressed.

To accommodate the parties of the social forestry program, the Directorate General of Social Forestry and Environmental Partnership established a Working Group for the Acceleration of Social Forestry which aims to accelerate the achievement of social forestry targets. The establishment of the Working Group for the Acceleration of Social Forestry (Pokja PPS) is stipulated in SK.33/PSKL/SET/PSL0/5/2016 on the establishment of Pokja PPS. The Pokja PPS provides assistance to the community in the process of submitting and issuing social forestry rights/permits which includes the process of preparing documents and submitting proposals as well as the process of technical verification. In addition, Pokja PPS also conducts socialization on gender issues so that women and men have equal opportunities to obtain social forestry permits. In terms of membership, 35% of the members are women, most of whom are figures who understand gender issues and the need to increase women's roles in social forestry management. The reason for choosing these female figures is because they have been concerned with gender issues and have worked at the site level by socializing the role of women in social forestry. Pokja PS membership is revised every

year with the last membership changed to TP3PS (Team for the Acceleration of Social Forestry Management) through Decree No. 52/PSKL/PKPS/PSL.0/12/2021 by paying attention to the representation of woman movers of social forestry who understand the gender issues in Social Forestry whose percentage is 36.36%.

Based on the explanation above, it is known that the Directorate General of Social Forestry and Environmental Partnership has carried out gender mainstreaming in all activities that have been formulated in the rules and policy documents as well as implemented at the site level. Policy implementation is carried out through a democratic decision-making mechanism by involving the relevant parties, with due regard to the representation of women, inclusiveness, non-discrimination, and opportunities for all parties to opine (PSKL 2021). Regarding the gender mainstreaming, there have been workshops and socialization on gender mainstreaming, training of social forestry assistance, as well as verification that prioritizes women's representation, providing assistance with productive economic tools, establishing communication channels, Kalpataru Award, and an information system for facilities and infrastructure that prioritize people with disabilities. The accomplishments that have been achieved because of this program has made the Directorate General of Social Forestry and Environmental Partnership receive the Gender Mainstreaming award within the Ministry of LHK twice; for the main category (2020) and the innovation category (2021).

The Granting of Gender-responsive Social Forestry Permits

Gender responsive social forestry agreements do not only aim to balance opportunities for women in accessing and managing forest areas. Rather, the participation of women in social forestry has various positive impacts. When women manage forests well, it will increase their families' resilience because women become economically independent. Thus, the social forestry program as one of the visions of President Joko Widodo's Nawacita is able to have a positive impact on society, especially women. The achievement of social forestry as of December 2021 was recorded at 4,901,778, 64 hectares consisting of 7,477 decree units and involving approximately 1,049,215 families (PSKL, 2021) from the target of 12.7 million hectares.

To further optimize the achievement of social forestry, the government held a coordination meeting between ministries and institutions led by the Coordinating Ministry for Maritime & Investment Affairs on 30 September 2020.

One of the results of the meeting in point 1 shows that social forestry is one of the National Strategic Programs (PSN) based on Presidential Regulation Number 56 of 2018 on the Second Amendment to Presidential Regulation Number 3 of 2016 on Acceleration of Implementation of National Strategic Projects (Appendix Number 227 related to the Economic Equality Policy Program). Furthermore, the results of meeting point 4 stated that the Ministry of Environment and Forestry will immediately prepare a National Action Plan roadmap for Accelerating Access to Social Forestry Programs and Improving Social Forestry Business Group (KUPS) Performance.

Furthermore, in a limited cabinet meeting held on 3 November 2020, President Jokowi conveyed two directions for community economic empowerment based on Social Forestry. The two directions include the Acceleration of Access to Social Forestry Programs and Improving the Performance of KUPS which will receive support from ministries and government agencies under the coordination of the Coordinating Ministry for Maritime & Investment Affairs.

In addition to efforts to accelerate social forestry achievements through policies, the Ministry of Environment and Forestry also provides great opportunities for women to manage forest areas. Data on social forestry achievements in October 2021 with a distribution area of 4,733,5980.15 hectares consisted of 7,228 decree units and approximately 1,034,296 families. There were 897,976 men and 136,320 women, and around 13.18% were beneficiaries (PSKL 2021). The number of women who received SF decree increased after being accommodated by the gender-responsive article in the Minister of Environment and Forestry Regulation Number 9 of 2021 which was declared on 1 April 2021. Based on data from 98 Decrees on Community Forest issued in 2021, there were 6,942 Decrees recipients (the family heads), 2,259 of which were women (32.54%) (PSKL 2021).

KLHK has accommodated gender in social forestry permits/approvals and documented some success stories of social forestry management that have been carried out by women. The two villages, namely Katimpun Village and Damaran Village, successfully showed the criteria for successful implementation of gender-responsive policies based on the number of women's involvement in policymaking, program management, and utilization of management results.

The Katimpun Village Forest Management Institution

The Katimpun Village Forest Management Institution received a permit from the Minister of Environment and Forestry in accordance with Decree Number SK.212/Menhet-II/2014 on the Determination of the Katimpun Village Forest Work Area, covering an area of ± 3,230 hectares in a protected forest area in Mantangai District, Kapuas Regency, Central Kalimantan. This village forest management institution has 3 (three) Social Forestry Business Groups, namely: (1) "Harapan Jadi" (fishery); (2) "Sari Madu Lebah" (honey bee farming); and (3) "Dare Jawet Katimpun" (rattan craft).

Of the 3 (three) Social Forestry Business Groups (KUPS), Dare Jawet Katimpun is an all-female business with the following formation: Rusida as a chair, Minarti as a secretary, and Rustina as a treasurer. The members Jare Dawet are married women and old widows. They weave uwei (Dayak Ngaju's language for "rattan") which has been carried out for generations in Katimpun Village. This is a prerequisite for women when they want to get married, they must be able to weave rattan.

The name of "Jare dawet" reflects the efforts and focus of the SF Business Unit. Dare means motif while jawet means woven. The woven crafts they create are bags in various shapes and sizes with various traditional motifs. The traditional motifs have been taught from generation to generation by the tambi great-grandmothers to the Katimpun women (Dewi 2020).

The rattan (raw material) comes from rattan seeds that are planted and grown by the community. They grow rattan and protect trees at the same time, because rattan needs trees to grow. The woven rattan has several motifs, namely matan andau (sun), mata bilis (eyes of anchovies), mata saluang (eyes of saluang), siku kalawet (a type of endemic monkey in Central Kalimantan), tunjang palara (taproot of palara wood), mata punai (eyes of green pigeon) and upak pusu (areca peel). All of these traditional motifs are symbols of the closeness of the Dayak tribe in Katimpun to nature (Dewi 2020).

The handicrafts they produce are bags in various models and sizes. With these products, they have been able to penetrate regional and international markets. Every month, they send 1,000 bags of various models and sizes to Bali. They also ship about 1,000 bags to Osaka, Japan. This sale was suspended due to the Covid-19 pandemic. To overcome it, from October to December 2020, the Ministry of Environment and Forestry launched the National Economic Recovery (PEN) program to

support the agroforestry development of social forestry business groups in Central Kalimantan through donations of creative production tools and initial capital.

This program began with training to increase the capacity of forest farmer groups and social forestry groups in business management on 6-9 October 2020. There are 80 Social Forestry Business Groups participating in training that was conducted by using the blended learning method—online training and practice in the field. Of the 43 members of Dare Jawet, 21 members attended the training. With this training, Dare Jawet members received new knowledge of improving product quality. This training was also supported by productive economic assistance from the National Economic Recovery Program.

From the utilization of non-rattan forest products carried out by LPHD members, Katimpun is able to increase women's income, thus, it has a greater impact on women's independence and also preserves the culture of the village community.

The Damaran Village Forest Management Institution

The Damaran Village Forest Management Institution (LPHK) located in Damaran Baru Village, Timang Gajah Subdistrict, Bener Meriah Regency has obtained a permit to manage protected forest areas through the village forest scheme. This is based on Decree Number SK.9343/MENLHK-PSKL/PKPS/PSL.0/11/2019 which grants a management permit for an area of 251 hectares. The management of the village forest in Damaran was initiated due to the flood caused by illegal logging in the buffer zone of the Leuser Ecosystem Area. The management of the Damaran Village Forest Management Institution is 100% managed by women, while the members consist of men and women (PSKL 2021).

Women's participation in managing this protected forest area was initiated by a female figure named Rubama. She is active in Yayasan Hutan Alam dan Lingkungan Aceh (HAkA) — Forest, Nature, and Environment of Aceh to empower women as the main actors in village forest management. Furthermore, she established Community Patrol Team: Women ranger/Mpu Uteun. The main role of the community is to keep the forests on Mount Burni Telong, especially around the Wih Gile River, from being damaged. (Widianto 2021).

In addition to protecting the forest from illegal logging activities, the Damaran Village Institution carries out coffee farming activities that aim to improve the welfare of rural communities. Also, there are women who

initiate ecotourism. The ecotourism facilities consist of parking areas, meeting halls, cafeterias, jungle tracking, public restrooms, souvenir stalls, prayer rooms, outbound activities, photo spots, and food courts.

There are two benefits that women who preserve the forest get. First, the Damaran Village environment is no longer a flood-prone area due to a decline in illegal logging and an increase in preserving biodiversity. Second, in the economic aspect, the community will benefit from the development of ecotourism and the use of waste recycling. This trend shows a positive impact on involving women in environmental management.

Conclusion

The Ministry of Environment and Forestry has integrated gender issues in the content of the Minister of Environment Regulation which regulates Social Forestry. Based on this study, there are already 17 regulations that regulate gender concept in one regulation consisting of 1-2 articles before the Job Creation Law Number 11 of 2021. The Minister of Environment and Forestry Regulation Number 83 of 2016 on Social Forestry contains only 2 articles, while in the Minister of Environment and Forestry Regulation Number 9 of 2021 on Social Forestry Management, there are 7 articles that regulate gender responsiveness in Social Forestry Management. The implementation of the policy has been made in planning documents and budgeting documents as well as implementation at a level that is supported by various parties. The competition activities held by the Ministry of Environment and Forestry and the involvement of the Directorate General of Social Forestry and Environmental Partnership in the competition activities show the seriousness of the institution in prioritizing gender-responsive issues in policy formulation and implementation.

The added articles that regulate gender are the Directorate General of Social Forestry and Environmental Partnership's affirmative policy towards women and their understanding of the need for women to be given permission to manage forest areas. Furthermore, with the addition of gender-responsive articles, there is a legal guarantee and legal certainty for women.

The granting of social forestry permit/approval has paid attention to women. Based on the examples presented in the discussion, the two Social Forestry Business Groups report that women have played a big role in the utilization of forests. It shows that women are able to manage forest areas independently without

depending on other parties. In addition, the utilization of forest areas by women is able to improve the family economy and women's independence, that will lead to national resilience.

Based on the records and processes in generating policies and programs for gender mainstreaming, there is a lesson learned regarding the issue of women's participation at the decision-making level and implementation level. There is still a long way to go and good practices to be implemented institutionally (within the Ministry of Environment and Forestry) and in the community. The main problem is the transformative change in behavior and mindset that tends to discriminate against women due to stereotypes in society. Therefore, special attention to social forestry policies and programs should focus more on efforts to ensure the active participation of women and an equal share of the benefits of forest management. To do so, inter-institutional communication and cooperation are needed, so that the management of policies and programs prioritize the needs of the community, including women.

References

Awang, S.A. 1999. *Forest for People Berbasis Ekosistem*. Pustaka Hutan Rakyat: Yogyakarta.

Dewi, S.U. 2020. "Para Perempuan yang Melestarikan Rotan Kalimantan", *Forest Digest*, 20 Oktober 2020, diakses pada Desember 2021, <https://www.forestdigest.com/detail/795/anyaman-rotan-dayak-ngaju-tembus-ke-pasar-jepang>.

Fajar, M & Achmad, Y. 2009. *Dualisme Penelitian Hukum: Normatif & Empiris*. Pustaka Pelajar: Yogyakarta.

Faraz, N.J. 2012. *Teknik Analisis Gender*. Universitas Negeri Yogyakarta: Yogyakarta.

Peraturan Menteri Lingkungan Hidup dan Kehutanan Nomor 83 Tahun 2016 tentang

Perhutanan Sosial, diakses pada Desember 2021, <http://ksdae.menlhk.go.id/assets/news/peraturan/PERMENLHK-No-83-Tentang-Perhutanan-Sosial.pdf>.

Peraturan Menteri Lingkungan Hidup dan Kehutanan Nomor 9 Tahun 2021 tentang

Pengelolaan Perhutanan Sosial, diakses pada Desember 2021, http://jdih.menlhk.co.id/uploads/files/2021pmlhk009_menlhk_06102021150537.pdf.

PKPS. 2021. *Data Capaian Perhutanan Sosial*, Direktorat Penyiapan Kawasan Perhutanan Sosial, Jakarta.

PSKL. 2021. *Draft Perencanaan Terpadu*, Sekretariat Direktorat Jenderal Perhutanan Sosial dan Kemitraan Lingkungan: Jakarta.

Puspitawati, H. 2013. "Konsep, Teori Dan Analisis Gender", *Gender dan Keluarga: Konsep dan Realita di Indonesia*. PT IPB Press: Bogor.

Sufiarti, S. 2007. *Persepsi Perempuan Berkarir di Lingkungan UPI Tentang Konsep Kesetaraan Gender*, Laporan Penelitian. UPI: Bandung.

Undang-Undang Nomor 11 Tahun 2020 tentang Cipta Kerja, diakses pada Desember 2021, <https://uu-ciptakerja.go.id/wp-content/uploads/2020/11/Salinan-UU-Nomor-11-Tahun-2020-tentang-Cipta-Kerja.pdf>.

Widianto, E. 2021. "Cerita Para Perempuan Penjaga Hutan", *Mongabay*, 7 September 2021, diakses pada Desember 2021, <https://www.mongabay.co.id/2021/09/07/cerita-para-perempuan-penjaga-hutan/>.

Wulan, Y.C, et al. 2004. *Analisa Konflik Sektor Kehutanan di Indonesia 1997—2003*. Center for International Forestry Research: Jakarta.

