A better understanding of gender mainstreaming in environmental policies

I S Putri1,*, I D A Nurhaeni2 and D G Suharto2

1 Post-graduate student of Magister of Public Administration, Faculty of Social and Political Sciences, Universitas Sebelas Maret, Surakarta, Indonesia
2 Lecturer at Magister of Public Administration, Faculty of Social and Political Sciences, Universitas Sebelas Maret, Surakarta, Indonesia

Corresponding author: sansani@student.uns.ac.id

Abstract. Public policies are made to solve public problems. A problem can be said to be a public problem if reality and expectations are different. Women and men have the opportunity to participate in gender equitable development. One of the key components for the successful implementation of gender mainstreaming is the formulation of gender-responsive policies, namely policies that are able to respond to differences in experiences, aspirations and needs between women and men. This article discusses the importance of gender mainstreaming policies and innovations carried out by the Secretary General as a driver institution for gender mainstreaming, realizing gender equality and justice within the Ministry of Environment and Forestry (MoEF). It is a descriptive qualitative research with respondents from Policy Makers in the Secretary General of MoEF with purposive sampling. The data were collected through questionnaires, focus group discussion. Data were analyzed using a systematic literature review (SLR) model. A gender policy through the Regulation of the MoEF, the innovations carried out by driver institution. Conclusion of this article is gender mainstreaming policies are important for incorporated into the MoEF's environmental and forestry policies.

1. Introduction

Public policies are made to solve public problems. A problem can be said to be a public problem if there is a difference between reality and expectations. According to Dunn [1], a problem is said to be a public problem if: (1) it is interdependent and does not stand alone; (2) is subjective, that is, it is the result of thinking in a certain environmental context; (3) artificial in nature because of the human desire to change the situation; and (4) dynamic, because the solution to the problem depends on the context of the environment. If there are obstacles to achieving the goals of a policy, it can also be said to be a public problem. For example, when discussing the participation of men and women in fair and equal development. Until now, the involvement of women's participation has not been maximized in fair and equal development efforts. Although women have had opportunities in development, for example with 30% participation in parliament, in reality there are still many women who do not have the opportunity to participate and receive benefits from such development. In fact, based on the results of the census, it is known that the population of Indonesia in 2020 will reach 270,203,917 people. The number of male population in Indonesia is 136.66 million people or 50.58 percent of the total population of Indonesia. Meanwhile, the total female population is 133.54 million people, or 49.42 percent of the total population.
of Indonesia [2]. To achieve equality and justice in development between men and women, public policies that are based on gender equality and justice are needed.

The global commitment to realizing gender equality is stated in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action, and the Sustainable Development Goals (SDGs). CEDAW or the Convention on the Elimination of All Forms of Discrimination against Women was established in 1979 and came into force on December 3, 1981, which was attended by 180 member states of the UN convention. The convention stipulates universal principles of equal rights between men and women in all areas of life, namely: (a) The principle of substantive equality; (b) The principle of non-discrimination; and (c) The principle of state obligations. The Beijing Platform for Action is an agenda for women's empowerment to remove all barriers to women's active participation in all areas of public and private life in the economic, social, cultural and political decision-making fields. For this reason, the principle of shared power and responsibility must be established between women and men in the home environment, in the workplace, in the national and international community. While the Sustainable Development Goals (SDGs), gender occupies Point 5, which is to achieve gender equality and empower all women and girls. This goal talks about ending violence and discrimination against women and ensuring they have equal opportunities in all aspects of life.

In Indonesia, gender responsive development has started since ratifying the Convention on the Elimination of All Forms of Discrimination Against Women by issuing Law of the Republic of Indonesia Number 7 of 1984 concerning Ratification of the Convention on the Elimination of All Forms of Discrimination Against Women. After that, Presidential Instruction Number 9 of 2000 was born on Gender Mainstreaming in National Development. Based on this presidential instruction, every ministry, non-departmental government agency, governor of regent or mayor must integrate gender into planning, budgeting, implementation, monitoring and evaluation of policies, programs and activities according to their respective main tasks and functions. Although the government has made efforts to implement policies related to gender, the achievement of responsive development outcomes has not been optimal, until the issuance of Surat Edaran 4 (Empat) Menteri, namely the Minister of National Development Planning (BAPPENAS); Minister of Finance; Minister of Home Affairs; and the Minister of Women's Empowerment and Child Protection Number 270/M.PPN/11/2012; SE-33/MK.02/2012; 050/4379A/SJ; and 050/4379A/SJ on the National Strategy for the Acceleration of Gender Mainstreaming (PUG) through Gender Responsive Planning and Budgeting (PPRG). In addition, policies related to gender are also outlined in the 2020-2024 RPJMN, in Chapters I & IV.

One of the ministries that do not escape the implementation of gender mainstreaming is the Ministry of Environment and Forestry (MoEF). MoEF’s commitment to gender is stated in 1) Regulation of the Minister of Forestry Number P.65/MENHUT-II/2011 concerning Guidelines for Gender Responsive Planning and Budgeting in the Forestry Sector; 2) Regulation of the Minister of Environment and Forestry Number P.31/MENLHK/SETJEN/SET.1/5/2017 concerning Guidelines for the Implementation of Gender Mainstreaming in the Environment and Forestry Sector. The Ministry of Environment and Forestry has 13 echelon units that are ready to build, maintain, and preserve forests in the territory of Indonesia. Meanwhile, the implementation of PUG policies is carried out by the Secretary General of the MoEF who serves as a driver agency, so that PUG can be implemented up to the site level. Although it is important to implement gender-related policies in the environment and forestry sector, in fact out of 51 articles searched on the Scopus search engine, there is only 1 article that contains the importance of gender policies in the environment and forestry sector. So from these findings, this article discusses the importance of gender mainstreaming policies and innovations that have been carried out by the Secretary General of MoEF as a PUG driver institution.

2. Methods

It is a descriptive qualitative research with respondents from Policy Makers in the Secretary General of the Ministry of Environment and Forestry with purposive sampling. The data were collected through focus group discussion. The data were analyzed using a systematic literature review (SLR) model. The
data from this article comes from the scopus search engine, with a time duration between 2019 until 2021. Keywords to search for articles on scopus, namely gender mainstreaming environmental policy. 12 articles were found for the keyword gender mainstreaming environmental policy.

3. Results and discussion

3.1. Gender mainstreaming concept
Gender is often confused by society as a symbol to refer to women. However, gender is not the same as women. Gender is a socio-cultural construction that is closely related to the roles, functions, responsibilities, attitudes, and behaviors given by the community and is expected to be carried out by women and men [3–7] stated that gender refers to social differences between men and women. Gender identity determines how men and women are expected to think and act, as determined by society. Gender is a legal product [8] so gender can change over time according to the conditions of society and the state. Gender and sex are distinctly different [9–10].

Gender mainstreaming is a strategy to realize gender justice and equality [11]. Gender Mainstreaming is a strategy of considering the problems and experiences of women and men as an integral dimension of the design and implementation, monitoring and evaluating policies and programs in all political, economic and social fields so that women can benefit equally, and inequality is not preserved. The ultimate goal is to achieve gender justice and equality. Gender Mainstreaming or Gender Mainstreaming is a strategy to realize gender equality and justice through integrating gender as an integral dimension in planning, budgeting, implementing, monitoring and evaluating development policies/programs/activities both at the national and regional levels.

3.2. Gender environmental policy in Indonesia and MoEF
12 articles were found in the Scopus search engine with the keyword gender mainstreaming environmental policy, which were viewed from 2019 to 2021. 1 (one) article found in 2021 relates to An Ecofeminism Perspective: A Gendered Approach in Reducing Poverty by Implementing Sustainable Development Practices in Indonesia [12]. In 2020, 8 (eight) articles were found [13] Mainstreaming gender to achieve security of energy services in poor urban environments; [14] Cost effective adaptation to flood: sanitation interventions in the Gandak river basin, India; [15] The power of narratives: Explaining inaction on gender mainstreaming in Uganda's climate change policy; [16] A two-step approach to integrating gender justice into mitigation policy: examples from India; [17] Opportunities for women in the green economy and environmental sectors; [18] Determinants of active and healthy aging in sub-Saharan Africa: Evidence from cameroon; [19] Gender mainstreaming in government institutions through effective gender responsive budgets; [20] Gender in climate change, agriculture, and natural resource policies: insights from East Africa. For 2019, 3 (three) articles were found, namely [21] Conceptualizing inclusiveness of smallholder value chain integration; [22] Discursive translations of gender mainstreaming norms: The case of agricultural and climate change policies in Uganda; and [23] Mainstreaming gender equality in smart cities: Theoretical, methodological and empirical challenges.

The basis of consideration for the issuance of 1) Presidential Instruction No. 9/2000 on gender mainstreaming in national development, is the need to incorporate the PUG strategy into all national development processes in order to improve the position, role, and quality of women and men who are left behind. In addition, this policy is an effort to realize gender equality and justice in family, community, nation and state life. In addition, the Indonesian government issued 2) Circular Letters of 4 (four) Ministers namely the Minister of National Development Planning (BAPPENAS); Minister of Finance; Minister of Home Affairs; and the Minister of Women's Empowerment and Child Protection Number 270/M.PPN/11/2012; SE-33/MK.02/2012; 050/4379A/SJ; and 050/4379A/SJ to accelerate the implementation of PUG in all aspects of life. The aim is to encourage the allocation of development resources to be more effective, accountable, and fair in providing development benefits for the entire population of Indonesia, both men and women.
Within the scope of KLHK, the gender policy on the environment, namely Permen LHK No. P.31/MENLHK/SETJEN/SET.1/5/2017, aims to simplify and uniform the planning, preparation, implementation and monitoring, and evaluation of gender mainstreaming within the Ministry of Environment and Forestry. Even the Ministry of Environment and Forestry also has a roadmap for the implementation of PUG, with the aim of facilitating the implementation of gender integration and identifying strategic gender issues in order to accelerate PUG.

3.3 Secretory general of MoEF’s innovation

The Secretory General of MoEF, who is the driving agency for PUG in the Ministry of Environment and Forestry, has the task of institutionalizing and implementing gender in the environment and forestry from the central level to the site level. For this reason, the Secretory General of the LHK is required to carry out various kinds of innovations so that the implementation of policies related to PUG in LHK is maximized. Two innovations that have been carried out by the Secretary General of LHK include the Gender Mainstreaming Innovation Competition in 2020th, and the Gender Festival held in 2021th.

In 2020, MoEF through the Secretory General of MoEF had the idea to institutionalize PUG by creating a Gender Mainstreaming Innovation Competition, which was attended by 13 Echelon I Units within the scope of MoEF. As one of the ministries that received the title of mentor in the 2018 Parahita Ekapraya (APE) Award, MoEF believes that the implementation of gender equality can support better environmental and forestry management. By holding this competition, it is hoped that data, information, developments, and obstacles in the implementation of Gender Mainstreaming in Echelon I units within the scope of MoEF can be known. Furthermore, this competition is also a medium to increase the acceleration of PUG implementation in each Echelon I within the MoEF scope, and it is also hoped that this competition will increase enthusiasm, confidence, and commitment in carrying out PUG in the MoEF scope. The contestants are 13 Echelon I MoEF who will be judged by a team of judges and a jury consisting of Gender Experts, Academics, and from the Gender Working Group Team. The criteria that will be assessed in this PUG competition are understanding (30%), commitment and policy (25%), implementation (25%), and physical infrastructure (20%) in supporting PUG. The implementation of the competition has been started since April 2020 by sending a questionnaire containing questions about policies, commitments, activities, and facilities that have been carried out by the Sub-Pokja in supporting the implementation of PUG in MoEF. The questionnaire became the initial basis for considering the evaluation of the PUG MoEF competition before conducting direct verification to all related Echelon I.

The winners of the competition will be categorized into 3, namely Primary, Middle, and Main. Announcements and prizes for the competition will be given directly by the Minister of Environment and Forestry in July.

Meanwhile, in 2021, the Secretary General of MoEF innovated again by holding a Gender Festival, which began with a story telling competition related to gender which was participated by 13 Echelon I Units up to the site level. After that, it was continued with the opening of 2 (two) classes, namely the GLEADS class and the TEACH class. This activity is also an effort to create innovation, and ensure the availability of adequate human resources and infrastructure to support the implementation of PUG within the Ministry of Environment and Forestry. The implementation of the 2021 MoEF Gender Festival, apart from being a form of innovation to accelerate the implementation of PUG, is also a form of strengthening the MoEF’s foothold towards the fulfillment of the seven key components of PUG prerequisites. In addition, the implementation of the Gender Festival is also expected to be able to change the perspective of ASN MoEF which is still gender neutral into a gender nature. With the holding of the 2021 MoEF Gender Festival, Minister Bintang hopes that the KLHK’s commitment to the implementation of PUG will be stronger and more sustainable. Various innovations and the formation of champions and leaders, of course, can be a source of inspiration for other stakeholders to be gender sensitive in their work. The 2021 MoEF Gender Festival is divided into 4 (four) activities, including 1) Gender Leader Seminar (GLEADS) which is a monthly meeting that will be held 5-6 times virtually through zoom meetings from May to October 2021. Followed by 35 –40 participants, namely Echelon II Officials and Heads of Centers selected by the PUG MoEF Working Group. Participants take turns
being speakers and inspirations and telling stories about various gender mainstreaming initiatives in their respective work units which will be enriched by the perspectives of the resource persons; 2) Training for Ecogender Activation Hub (TEACH), is an online learning activity through youtube and zoom meetings, with 1,000 participants from MoEF employees representing all Central Echelon II work units and UPT and MoEF partners. Participants are divided into 5 (five) classes and will be trained to do creative thinking and design thinking about gender mainstreaming in the environmental and forestry fields. At the end of the learning process, participants design ideas, innovations and simple actions to support the TEACH initiative; 3) Gender Competition (GENERETION), is an evaluation of PUG implementation that will be carried out to all Central Work Units and UPT. Regional level assessments will be carried out by P3E in each region. Work Units that meet the prerequisites for the implementation of PUG and innovation in the acceleration of PUG will receive an award from the Minister of Environment and Forestry; 4) Ecogender and Nature Conservation Week (PESTA), is a series of closing events from the 2021 MoEF Gender Festival, which will be enlivened by several activities, namely: 7-room concerts, gender webinars, innovation exhibitions from GLEADS and TEACH participants and the highlight event. In the peak event, awards will be presented to the best GLEADS and TEACH participants, PENAPAK winners and talk shows with national figures.

4. Conclusion
There are currently few policies related to gender mainstreaming in the environment and forestry that have been discussed and have not been able to be implemented optimally. Although, there are already policies that can be used as proposals to implement gender mainstreaming in the environment and forestry, one of which is the regulation issued by the Ministry of Environment and Forestry regarding the implementation of gender mainstreaming. This rule should not only be binding on the scope of the MoEF as well, but actually this rule can be used as a guideline to realize equality and justice for women and men who contribute to preserving forests in the territory of Indonesia.

This article has the drawback of not fully focusing on the activities or actions that have been carried out by women and men in their participation in protecting and conserving forests. So, it is hoped that there will be similar articles that can discuss this in more depth.

References
[1] Dunn W N 2017 Public Policy Analysis (United Kingdom: Routledge)
[2] Badan Pusat Statistik 2021 Hasil Sensus Penduduk 2020 (Jakarta: Badan Pusat Statistik)
[3] Nurhaeni I D A Pedoman Teknis Penyusunan Gender Analysis Pathway (GAP) dan Gender Budget Statement (GBS) (Jakarta: Australian Indonesia Partnership for Decentralisation)
[4] European Commision 2008 Programming guide for strategy papers: gender equality.
[5] Kornegay E 2001 South Africa’s National Policy Framework for Women’s Empowerment and Gender Equality (Swiss: UNPAN)
[6] Lee S C 2014 J. Chinese Educ. Soc. 47 46–52.
[7] March C, Smyth I and Mukhopadhyay M 2010 A Guide to Gender-Analysis Frameworks (Oxford: Oxfam GB)
[8] Nurhaeni I D A 2017 Merancang Sekolah Responsif Gender: Kasus di Indonesia (Surakarta: UNS Press)
[9] Munivex A and Quiroga L 2016 Module 2: Champion of Change Being Gender Aware (United Kingdom: Plan International)
[10] National Commission For Women 2019 Gender Sensitization Module (New Delhi: NCFW)
[11] Nurhaeni I D A 2021 Modul dan Bahan Ajar Konsep Gender dalam Bidang Penegakan Hukum Lingkungan Hidup dan Kehutanan (Jakarta: Ditjen GAKKUM LHK)
[12] Husein S, Herdiansyah H and Putri L G S 2021 J. Int. Women’s Stud. 22 p. 210–228.
[13] Musango J K, Smit S Ceschin F, Ambole A, Batinge B, Anditi C, Petrulaityte A and Mukama M 2020 Energy Res. Soc. Sci. 70 101715
[14] Dasgupta P 2020 Clim. Dev. 12 717–729
[15] Acosta M, Van Wessel M, Van Bommel S, Ampaire E L, Jassogne L and Feindt P H 2020 Dev. Policy Rev. 38 555–574
[16] Michael K, Shrivastava M K, Hakhu A and Bajaj K 2019 Clim. Policy 20 800–814.
[17] Nhomo G and Mukonza C 2020 Sustain. Dev. 28 823–832
[18] Naah F L, Njong A M and Kimengsi J N 2020 Int. J. Environ. Res. Public Health 17 9
[19] Bandiyono A and Saputro R D 2020 Int. J. Sci. Technol. Res. 9 2009–23
[20] Ampaire E L, Acosta M, Huyer S, Kigonya R, Muchunguzi P, Muna R and Jassogne L 2020 Clim. Chang. 158 43–60
[21] Ros-Tonen M A F, Bitzer V, Laven A, de Leth D O, Leynseele Y V and Vos A 2019 Curr. Opin. Environ. Sustain. 41 10–17
[22] Acosta M, Van Bommel S, Van Wessel M, Ampaire E, Jassogne L and Feindt P H 2019 Womens. Stud. Int. Forum 74 9–19
[23] Nesti G 2019 Inf. Polity 24 289–304