Strategy for strengthening gender mainstreaming (PUG) in the marine and fisheries sector

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Abstract. Gender mainstreaming (PUG) in the marine and fisheries sector requires a strategy to be able to realize equity and equality. This paper aims to describe the strategies for strengthening gender mainstreaming in the marine and fisheries sector. The writing is based on the results of research in 2018 and 2019 in several research locations Jakarta, Central Java, West Java, Banten, and West Nusa Tenggara. This research uses a qualitative approach. Data collection techniques are in-depth interviews with male and female entrepreneurs as well as beneficiaries of training programs that are included in gender mainstreaming activities in the marine and fisheries sector. The results showed that the gender mainstreaming’s problems in marine and fisheries sector include (1) not having a map of program needs and beneficiaries; (2) Activities have not fully involved the participation of women and men; (3) The program is not planned in advance (tagging only); (4) The standar of procedure PUG documents are not yet available, starting from planning to monitoring, in particular the monitoring evaluation guidelines and indicator (5) Human resource knowledge capacity. A strategy is needed to optimize gender mainstreaming in the marine and fisheries sector.

1. Introduction
Gender Mainstreaming or Pengarusutamaan Gender (PUG) based on INPRES No. 9 year 2000 is a strategy to achieve gender equality and justice through public policies that aim to ensure that women and men enjoy the benefits of development fairly and equitably, gain equal access and control over resources, development power, participate equally in the development process including the decision-making process [1].

The implementation of PUG in the marine and fisheries sector through product diversification programs by fisherwomen has shown support for 4 (four) sustainable development goals (SDGs), namely the goals (1) End poverty anywhere and in all forms; (2) End hunger, achieve better food security and nutrition and support sustainable agriculture; (5) Achieve gender equality and empower all women and girls; (8) Support inclusive and sustainable economic growth, a full and productive workforce and decent work for all.

Nationally, the challenges faced by PUG is in understanding and implementation. The strong perception of gender stereotypes among program makers and implementers as well as the community makes PUG implementation tend to be dominant to meet practical needs but lacks in fulfilling gender strategic needs [2].

Some of the problems found in the implementation of PUG can be seen in the planning, implementation, and monitoring evaluation stages [3]. At the planning stage, PUG planning was not...
fully carried out at the beginning of the planning but was still in the form of *tagging* activity. Planning related to the selection of target groups is still not based on a needs map. At the implementation stage, generally, it is gender-biased or gender-neutral. The implementation of PUG in the program was carried out in a short time and has not been followed up with assistance. Finally, the problem is that there has been no monitoring and evaluation of PUG in the programs that have been carried out.

These problems are the cause of the inadequate implementation of PUG in the marine and fisheries sector which aims at gender equality and women's empowerment. PUG implementation through a product diversification program aims to create alternative livelihoods for fisherwomen (fisher wives/children).

The PUG implementation work mechanism that has been running in the marine and fisheries sector still needs improvement, especially at the planning stage. This is so that the implementation of PUG is based on the need to achieve gender equality and empower women.

Twenty years of implementation of gender mainstreaming nationally in Indonesia and particularly in the maritime and fisheries sector, still have various problems. The question is how to strengthen gender mainstreaming in planning, implementation, monitoring, and supervision based on the mandate of INPRES No. 9 Year 2000. What is the PUG strategy that has a broad impact on the marine and fisheries sector in order to realize the development of the marine and fisheries sector with a gender perspective and can realizing gender justice and equality in the marine and fisheries sector?

2. **Research Methods**

2.1. **Sources and data collection period**

This paper is part of the results of the Gender Research conducted by the Center for Marine and Fisheries Socio-Economic Research. This research uses qualitative methods with data collection techniques, namely interviews with questionnaires, in-depth interviews, and FGD (limited group discussion). The research was conducted in 2018 and 2019. Primary and secondary data were collected at PUG implementation locations, including in Cilincing, DKI Jakarta; Kendal Regency, Central Java, and Bogor Regency, West Java. These locations are lessons learned site for PUG program implementation in the Marine and Fisheries Sector. The PUG program is not all financed by MMAF. The DKI Jakarta local government implement the PUG program in DKI Jakarta. Kendal Regency is the location developed by the Directorate General of Capture Fisheries (DJPT). The Directorate General of Increasing Competitiveness for Marine Products and Fisheries (DJPDPKP) and Fisheries and Aquaculture for Food Security in Indonesia (FAFI) of the Netherlands are collaborating to implement PUG in Bogor Regency.

2.2. **Data Analysis**

The analysis used qualitative descriptive methods and GESI (Gender equality and social inclusion). The Gender Equality and Social Inclusion (GESI) framework pay special attention to gender equality and the involvement of marginalized groups including people with disabilities [4]. The data will be explained using the description analysis [5, 6, 7].

3. **Results and Discussion**

3.1. **Overview of gender mainstreaming in the marine and fisheries sector**

Gender is a concept that refers to the roles and responsibilities of men and women that occur as a result of and can change by the social and cultural conditions of society. In 2000, the government issued INPRES No. 9 Year 2000 concerning Gender Mainstreaming in the entire national development process which was enacted since 19 December 2000. The regulation was based on considerations in order to improve the position, role, and quality of women, as well as efforts to achieve equality and justice [1]. Gender in family, social, national, and state life. Mainstreaming gender into the entire development
process is an integral part of the functional activities of all government agencies and institutions at the central and regional levels in an integrated and coordinated manner.

INPRES No. 9 Year 2000, first instructs to implement gender mainstreaming in order to carry out planning, preparation, implementation, monitoring, and evaluation of national development policies and programs that have a gender perspective in accordance with their respective duties and functions, as well as their respective authorities. Second, pay close attention to the Guidelines for Gender Mainstreaming in National Development as attached in the Presidential Instruction. Third, related to the duties of the State Minister for Women's Empowerment, namely providing technical assistance to government agencies and institutions at the central and regional levels in the implementation of gender mainstreaming. Report the results of the implementation of gender mainstreaming to the President. The fourth is jointly or individually in accordance with the respective duties and functions, as well as their respective authorities, to determine further provisions needed for the implementation of the Presidential Instruction [1].

The goal of gender mainstreaming to achieve gender equality and justice. Gender equality is the equal conditions for men and women to obtain opportunities and their rights as human beings, to be able to play a role and participate in political, economic, socio-cultural, national defense and security activities, and to enjoy equality in enjoying the results of development. Gender justice is a process to be fair to men and women [1].

The issue of gender equality and women's empowerment is an important part of the development of the marine and fisheries sector because men and women have their respective contributions to it. Not only men, but women also play a lot in fishery business activities, such as fish traders, fish processors, and financial managers [8] [9] [10] [11]. In Figure 1 below, a comparison of the number of male and female fishermen can be seen. Figure 1 below shows that the ratio of the number of female fishermen is 2% of male fishermen, however, the contribution of female fishermen cannot be ignored.

![Figure 1. Comparison of Male Fishermen and Female Fishermen](image)

Male fishermen still dominated. The comparison of male and female in fishermen is 98% male fishermen and 2% female fishermen. The data based on One Data in Marine and Fisheries Ministry in April 2020.

One of the 17 goals in the SDGs (Sustainable Development Goals) 2030 or Sustainable Development is to achieve gender equality and empower all women and girls to end poverty, reduce inequality, and
protect the environment. The main principle of the SDGs is not to leave anyone behind in development, including gender representation in the planning, implementation, and monitoring processes. Women and other parties who have been marginalized and left behind are not only involved as subjects of development program beneficiaries but also in the process of implementation and substance so that procedural and substantial justice can be realized. Procedural justice is the extent to which all parties, especially those who have been left behind, can be involved in the entire development process, while substantial justice is the extent to which development policies and programs can or are able to answer the problems of citizens, especially disadvantaged groups.

The Ministry of Marine Affairs and Fisheries has a vision and mission that supports the achievement of SDGs goals which are translated into the vision of "Creating an Independent, Advanced, Strong and National Interest-Based Indonesian Marine and Fisheries Sector". Independent means that in the future Indonesia can rely on its own capabilities and strengths in managing marine and fisheries resources so that it is equal and equal to other nations. Forward is intended to be able to manage marine and fisheries resources with the strength of competent human resources and innovative and value-added science and technology, to achieve high and equitable social welfare. Strong means having the ability to increase economic growth from managing the potential of marine and fisheries resources and fostering maritime insight and culture. Based on national interests, it is intended to optimize the use of marine and fishery resources in a sustainable manner for the welfare of the community [13].

To achieve gender equality and empowerment of women and girls, there are six achievement targets in the SDGs, namely:

1. End all forms of discrimination against all women and girls everywhere; This target means that men and women are not differentiated in any development policies in the maritime and fisheries sector. All programs in the marine and fisheries sector are accessible to both men and women. Men and women have the same rights in marine and fisheries development policies.
2. Eliminate all forms of violence against women and girls in the public and private sphere, including trafficking and sexual and other forms of exploitation; This means providing safety guarantees and creating safe conditions for women entrepreneurs both in the production and post-production sectors.
3. Eliminate all harmful practices, such as child, early and forced marriage and female circumcision; This means providing education and protection in cases of early marriage, which are still found in coastal communities.
4. Recognizing and appreciating unpaid domestic services and work through the provision of public services, infrastructure, and social protection policies and encouraging shared responsibilities within households and families that are nationally appropriate; This means the provision of infrastructure and infrastructure for health, education, social, spiritual and recreational facilities that can be felt by domestic workers.
5. Ensure that all women can participate fully and have equal opportunities for leadership at all levels of decision-making in political, economic, and public life; This means that women are given access and control not only in the business aspect but also in other aspects, including the maintenance of the environment and natural resources.
6. Ensure universal access to sexual and reproductive health and reproductive rights.

To realize the KKP's vision and mission and the achievement of the SDGs, the contribution of all actors in development is needed, especially fishery business actors, not only men but also women.

The Ministry of Marine Affairs and Fisheries is a ministry that is committed to realizing gender equality and empowering women. In its implementation, gender mainstreaming in marine and fisheries sector is based on INPRES No.9 year 2000, Presidential Decree No.2 of 2015, the 5th objective of SDGs, The letter (SE) 4 ministers (Joint Circular of the Ministry of National Development Planning (PPN) / Bappenas, Ministry of Finance, Ministry of Home Affairs and the Ministry of Women's Empowerment and Child Protection (KPPPA) on the National Strategy for the Acceleration of Gender Mainstreaming (PUG) through Gender Responsive Planning and Budgeting (PPRG) and PMK on PPRG [13].

3.2. Problems in gender mainstreaming (internal and external factors)
Writing This is based on the results of a study conducted by the Center for Marine and Fisheries Socio-Economic Research on how gender mainstreaming has been carried out in the marine and fisheries sector One of the implementations of gender mainstreaming in the diversification program of productive economic enterprises. The program is carried out with the aim of creating livelihoods alternative to fisherwomen (fishermen's wife/daughter) based on research results still not showing optimal results. The results of the identification of problems in the implementation of gender mainstreaming in the Ciling District, North Jakarta, DKI Jakarta; Kendal Regency, Central Java; and Bogor Regency, West Java can be seen in Table 1 below. The social and cultural in several location showed that the similarity condition.

**Table 1. Problems in PUG Implementation [14]**

| Social Elements         | Problems                                                                                                                                 |
|-------------------------|------------------------------------------------------------------------------------------------------------------------------------------|
| Status                  | Selection of gender-biased PUG program participants generally involves only women. PUG beneficiaries generally already have main jobs, most of which are traders, both fish, and non-fishery traders. Administrative requirements to get a program in PUG implementation include joining or being a member of a business group / poklahsar / KUB, having a local KTP, and a developed business (madya). Beneficiaries of the program are not on target (wife of the boss, middle to the upper-class economy, organizational management). |
| Education               | Most of the program recipients have primary school education.                                                                                                                                  |
| Population administration| Women or men who do not have a local KTP find it difficult to access programs/assistance.                                                                                                |
| Cultural                | Values and perceptions that women should do household work which will have an effect on limiting women's activities. Self-level is still low                                           |
| Confident assistance    | lack of assistance after the Program                                                                                                                                                               |
| Time Allocation Time    | allocation for the development of alternative livelihoods is still constrained by gender perceptions and values that the main job of program beneficiaries is as a wife/mother/domestic. Time allocation is constrained by the busyness of the main work and activities in the organization/posyandu cadres. |
| The                     | Alternative livelihoods provided (fishery product processing) are less promising when compared to the main occupations (warung, fish traders).                                                   |
| Non-social Elements     | Problems                                                                                                                                                                                           |
| Marketing               | Program is not accompanied by market access                                                                                                                                                       |
| Capital                 | Program is not accompanied by access to capital                                                                                                                                                    |
| Budget                  | There is no planning budgeting specialized in PUG                                                                                                                                                   |
| Technology              | Technological assistance is still not in accordance with the needs                                                                                                                                |

Based on the results of this research, it shows that men and women already have parallels in terms of access, control, participation and benefits in the marine and fisheries sector. Women are the main actors and partners of men in the fishery business. Value factors and perceptions of gender in society are still the limit for men and women to contribute in marine and fisheries development. There are still social, economic and cultural factors where gender mainstreaming that has been implemented has not been maximized, including: economic benefits (production capacity, business assets and household income are still insignificant). The social benefits (knowledge, skills) of human resources, mindset and motivation, alternative livelihoods, labor absorption generally vary in three locations ranging from weak to strong. Other factors apart from social factors that are still an obstacle to efforts to equalize gender.
and empower women in the marine and fisheries sector, namely infrastructure, capital, main livelihood orientation and marketing.

The problems that are still to be found are not exactly the selection of a program implementation PUG and program needs due to the absence of beneficiary maps and the required programs. The map made must pay attention to social aspects (social inclusion) in every program planning. Women and men have seen not as homogeneous groups but divided into groups or social classes so that their problems and needs are not the same.

The problem that is still found is that gender representation does not reflect gender equality. Program recipients are dominated by a certain gender (women). This has resulted in many programs that do not work because of gender values and perceptions where women only help in fishing businesses besides their main (domestic) duties in the household [4, 15, 16, 17]. Public work is carried out after women have completed their domestic duties. The implementation of PUG in the fisheries sector still creates a double burden for women beneficiaries of the program. When men are also involved in the program, this double burden can be shared between husbands or men.

The still weak gender mainstreaming in the marine and fisheries sector requires strengthening, one of which is early program planning. The problem of budgeting which is still limited to tagging indicates a lack of planning. To improve the quality of PUG in the fisheries sector, group assistance and strengthening of local institutions in PUG are needed. Strengthening the capacity and capability of implementing agencies and human resources is still perceived as an obstacle to achieving gender equality and women's empowerment, so activities have stopped after the training program. This is due to the knowledge capacity of human resources and the absence of standard SOP standards in the PUG mechanism.

Several factors in gender mainstreaming in the marine and fisheries sector can be divided into two, namely internal and external factors. Internal factors are factors that come from within the implementing institutions for gender mainstreaming, both at the central and regional levels. The factors that come from within can be divided into knowledge factors and gender mainstreaming institutions themselves. External factors are factors originating from within the community as business actors in the marine and fisheries sector.

Internal factors originating from the PUG unit, focal point, working group institution are basically running quite well, but they still need communication and cooperation in order to synergize in planning, implementing, and monitoring the PUG evaluation in the marine and fisheries sector. Human resources in PUG institutions still need an understanding of gender equality and justice, as well as programs that are in line with the goals of gender equality and women's empowerment. Gender mainstreaming through the program has actually been planned from the start to support efforts for gender equality and women's empowerment in the marine and fisheries sector, no longer being only tagged to abort the obligations of the mandate of INPRES No. 9 Year 2000.

For this reason, to strengthen PUG institutions, focal points, and Marine and fisheries sector working groups by providing human resources and budget to support the implementation of the PUG program. PUG institutional communication and cooperation mechanisms, focal points, and working groups within the ministry's internal to work together in planning, implementing, and monitoring the evaluation of the PUG program under the coordination of the KKP Planning Bureau as the focal point in the ministry. Provide training or training to provide an understanding of gender equality and justice to human resources in PUG institutions. Good and precise planning related to the PUG program at the focal point / technical directorate level.

The external factors material on Gender Equality and Justice is included as part of the Program to change perceptions of gender values to Fishery Business Actors. One of the indicators of gender equality and justice from the perspective of the SDGs is ensuring that all women can fully participate and have equal opportunities for leadership at all levels of decision making in political, economic, and public life. The program to provide alternative livelihoods to support the household economy for fisherwomen, in practice, still faces various obstacles. The patriarchal culture still places women in charge of the domestic area. The domestic workload is still perceived as the main responsibility of a wife or woman
so that the allocation of time is still one of the obstacles in developing alternative livelihoods in the marine and fisheries sector.

In the context of efforts to equalize gender and empower women in the marine and fisheries sector, an important first step that must be taken at the beginning of the program is to provide awareness and understanding to men and women that domestic work can actually be done by both men and women or collectively. The women can participate fully in the public sphere without having to bear double burdens for fisherwomen or fishermen's wives. Likewise, programs involving fishermen's women or wives can run according to expectations and women can participate optimally.

Gender Based Research Data is Needed to Formulate Strategies to Achieve Gender Equality and Women's Empowerment in the Marine and Fisheries Sector. Strengthening PUG Institutions, Focal Points and Working Groups for the marine and fisheries sector by providing human resources and budget to support the implementation of the PUG program.

4. Conclusions and Recommendations
Not optimal gender mainstreaming in the marine and fisheries sector is caused by internal and external factors. Internal factors are still ineffective in the working mechanism for gender mainstreaming with several problems, namely (1) Do not have a map of recipients and the programs needed and have not fully involved the participation of women and men; (2) The program is not planned in advance (tagging only); (3) The PUG SOP document is not yet available from planning to monitoring, especially the evaluation monitoring guidelines and success indicators (4) Human resource knowledge capacity and there is no standard SOP standard in the PUG mechanism.

A strategy is needed to optimize PUG in the fisheries sector. Recommendations given are to improve the PUG working mechanism through the following strategies: (1) Mapping the target groups into social classes with different problems and needs by involving the participation of women and men; (2) Initial program planning and budgeting, no longer in the form of activity tagging; (3) Making PUG SOP documents starting from planning to monitoring, particularly the monitoring evaluation guidelines and indicators of success; (4) Improving the quality of mentors by including the working group team in the training needed to understand PUG, especially the concept of gender. The main factor that plays a role in improving the PUG working mechanism is the planning bureau by coordinating with the working group teams (pokja) in the relevant Technical Directorate.

The external factors the implementation of PUG requires awareness and understanding for men and women who men and women are important actors in the marine and fisheries sector. Women can participate fully in the public sphere without having to create double burdens.

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