

Preliminary Gender Assessment and Action Plan

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1. Introduction

The Green Climate Fund recognizes the central importance of gender considerations in terms of both impact and access to climate funding, and requires a Gender Assessment and Gender Action Plan to be submitted as part of the funding proposals that it assesses. The main objective of the Gender Assessment is to screen the gender aspects of the GCF project, and to subsequently strengthen the gender responsive actions within the project. It is within this context that this gender assessment aims to provide an overview of the gender dynamics in Indonesia, with a focus on REDD+ and related thematic areas, specifically as they refer to the results period of 2014 to 2016 as well as the investment of proceeds for this proposal. The information and design considerations in this Annex should not be considered additional, but rather part of the basis of the proposal, including its Stakeholder Engagement and Environmental and Social Management Framework (ESMF) Annexes.

This gender assessment also identifies gender issues that are relevant to the project and examines potential gender mainstreaming opportunities. The assessment was based upon available data from studies conducted by the Government of Indonesia, donor agencies, and multilateral organizations; and included:

1. Undertaking a desktop review and aligning approaches in this proposal with the national priorities of Indonesia;
2. Reviewing and considering national aspirations as detailed in the national policies and agenda on gender and women's empowerment;
3. Incorporating information and lessons learned from past studies and assessments on gender in Indonesia from the Government of Indonesia, the United Nations and international development organizations;
4. Integrating gender considerations in the project indicators, targets, budget and activities, and identifying women as leaders and decision-makers.

2. Existing Gender Dynamics and Inequalities in Indonesia

According to Indonesia's 2010 Population Census results, there are 237,641,326 people in Indonesia, of whom 49.7% are women. In total, 52.6 million households (84 percent) are headed by men, while 8.5 million households (14 percent) are headed by women. This is an increase from 2000, in which the number of female-headed households was 6.2 million of the total number, or 12.2 percent. In 2010, both male and female household heads were almost evenly distributed between urban and rural areas. Among the female household heads, there was relatively more youth (around 0.7 million out of 8.5 million or 8.2 percent) than among male household heads (around 1.9 million out of 52.6 million or 3.6 percent). In addition, when comparing the proportion of male and female-headed households, female-headed households were found to be slightly poorer than male-headed households within both the urban and rural areas. This assessment was based on the dwelling unit condition and home

facilities, such as floor area and materials and having toilet facilities, telephone, access to internet and unprotected water sources.¹

Although a girl cannot legally marry before the age of 16 in Indonesia, many below that age were still recorded as married in the 2010 Population Census. Based on this data, the 2015 United Nations Population Fund (UNFPA) Monograph Series on Women and Girls in Indonesia shows that 11 percent of women had been married under the age of fifteen. Moreover, about 43.2 percent of women had been married under the age of eighteen. Women in rural area are more likely to be a child-bride due to poverty, limited access to education and information, and certain religious views.²

In addition, Indonesia's National Commission on Violence against Women (Komnas Perempuan) publishes Annual Notes (CATAHU) on violence against women every year. This Annual Note is the yearly data compiled from the real cases reported directly from the victims to Komnas Perempuan, cases handled by community service institutions for women victims of violence and cases reported to state institutions, including law enforcement agencies, religious courts and Komnas Perempuan's partner service providers. In 2019, the CATAHU reported 406,178 cases, which is an increase from 2018 and 2017, in which 348,466 and 259,150 cases were reported respectively.³

Within this context, as will be illustrated below, Indonesian women and girls have nevertheless made some strides forward in recent years. This has been achieved due to a number of factors including economic growth as well as the Government's efforts to promote gender inclusivity, as seen through its issuance of the Gender Mainstreaming decree in 2000 (discussed more in Section 3 below). However, there still are several areas in which women and girls are consistently behind men and boys. Gender gaps, for example, continue to be seen in education, employment and wages and will most likely continue unless policies are put in place to address such gender inequalities and inequities.⁴

2.1 Gender Inequality Index

Through the years, several indices have developed to quantify the concept of gender inequality. The United Nations Development Programme uses the Gender Inequality Index (GII) and Gender Development Index (GDI). GII is a composite measure that shows inequality in achievement between women and men in reproductive health, empowerment and the labour market while the GDI measures achievement in human development in three areas: health, education, and command over economic resources. The GDI considers the gender gaps on human development between men and women.

¹ United Nations Population Fund (2015). "Women and Girls in Indonesia: Progress and Challenges". Available at: <https://indonesia.unfpa.org/sites/default/files/pub-pdf/Women%20and%20Girls%20in%20Indonesia.pdf>

² Ibid

³ National Commission on Violence against Women (Komnas Perempuan). "National Human Rights Institution Independent Report on 25 Years of Implementing the Beijing Platform for Action (BPfA+25) in Indonesia". Submitted to the Commission on the Status of Women (CSW) 27 September 2019. Available at: <https://ngocsw.org/wp-content/uploads/2019/10/Komnas-Perempuan-Independent-Report-BPFA25.pdf>

⁴ United Nations Population Fund (2015). "Women and Girls in Indonesia: Progress and Challenges". Available at: <https://indonesia.unfpa.org/sites/default/files/pub-pdf/Women%20and%20Girls%20in%20Indonesia.pdf>

Indonesia has a GII of 0.453, ranking it 104 out of 160 countries in the 2017 index. The 2017 female Human Development Index (HDI) value for Indonesia is 0.666 in contrast with 0.715 for males, resulting in a GDI value of 0.932, which places the country into Group 3 (medium equality in HDI achievements between women and men).⁵

The Global Gender Gap Index (GGGI) of the World Economic Forum examines the gap between men and women in four categories: economic participation and opportunity, educational attainment, health and survival; and political empowerment. Out of 149 countries, Indonesia's rankings, based on GGGI in the year 2018, are given below⁶:

Description	Score	Rank
Economic participation and opportunity	0.629	96
Educational attainment	0.967	107
Health and survival	0.974	79
Political empowerment	0.193	60
Gender Gap Index 2018	0.691	85

* Inequality = 0.00; Equality = 1.00. Source: The Global Gender Gap Report 2018

The Organization for Economic Cooperation and Development (OECD) developed the Social Institutions and Gender Index (SIGI), a composite index that scores countries (i.e., 0 to 1) on 14 indicators grouped into five sub-indices: discriminatory family code, restricted physical integrity, son bias, restricted resources and assets, and restricted civil liberties to measure the discrimination against women in social institutions across 160 countries. The 2019 SIGI value for Indonesia is 0.401, suggesting that discrimination against women is high.⁷

2.2 Education⁸

Prior to 1900, women in Indonesia were given fewer opportunities than men to develop themselves, including in terms of education. During this time they were generally not allowed to go to school. After independence and due to Indonesia's various constitutions, legislations and policies, which guarantee the right for every citizen to education, women began to see a slight improvement in being able to receive an education. Since the 1970's, there have also been a series of policies implemented to remove various barriers to education. The outcome of these policies has been positive, with women also showing an increased desire for an education. Some key education programmes over the years have included the Presidential Instruction (Inpres) on aid for construction of primary school buildings and *Wajar* (Compulsory Education) for 6 Years, 9 Years and 12 Years.

⁵ United Nations Development Programme (2018). Briefing Note for Countries on the 2018 Human Development Report: Indonesia. Available at: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/IDN.pdf

⁶ World Economic Forum. The Global Gender Gap Report 2018: Available at http://www3.weforum.org/docs/WEF_GGGR_2018.pdf

⁷ OECD. Social Institutions and Gender Index 2019. Available at: <https://www.genderindex.org/ranking/>

⁸ United Nations Population Fund (2015). "Women and Girls in Indonesia: Progress and Challenges". Available at: <https://indonesia.unfpa.org/sites/default/files/pub-pdf/Women%20and%20Girls%20in%20Indonesia.pdf>

According to data within Indonesia's 2010 Population Census, 95.3 percent of children aged 7-12 years and 85 percent of children aged 13-15 actively went to school. However, senior-secondary school-aged children and university-aged youth rates were much lower, at 52.8 percent, and 15.1 percent, respectively. This data revealed that there are gender gaps, wherein school enrolment among females is higher compared to males up until the 13-15 year age cohort. For example, for the 7-12 age cohort, 94.5 percent of males and 95.3 percent of females were enrolled in school. Thereafter, the opposite is true in the higher levels of education, such as senior high school and university. For example, for the 16-18 age cohort, 53.2 percent of males and 52.4 percent of females were enrolled in school.

This data also revealed that both girls and boys suffer from inequality when it comes to geographical location of education facilities, where there is a marked disparity between urban and rural regions. This suggests that location of residence often is a reason for why a child does not go to school. To illustrate, for the 13-15 age cohort, 87.8 percent of males in urban areas and 79.6 of males in rural areas were enrolled in school. The similar holds true for females, in which 88.1 percent of females in urban areas and 82.2 of females in rural areas were enrolled in school.

2.3 Health

Per data from 2012, maternal and child health concerns require attention, wherein progress on maternal health has slowed in recent years. Its maternal mortality ratio, estimated at around 228 per 100,000 live births, has remained above 200 over the past decade, despite efforts to improve maternal health services. The probabilities of the child dying at different ages are 19 per thousand for the neonatal period; 15 per thousand from 2 to 11 months and 10 per thousand from age one to five years.⁹

Due to improvements in mothers' education, household and environmental hygiene, income and access to health services, Indonesia's child mortality due to infections and other childhood illnesses, has declined. Neonatal mortality remains the main hurdle in reducing further child deaths, wherein most of the causes of neonatal deaths are preventable. In both rural and urban areas and across all wealth quintiles, progress in reducing the neonatal mortality rate has slowed down in recent years. And while rural households still have an under-five mortality rate which is one-third higher than that in urban households, in some cases, rural mortality rates are falling faster than urban rates. This could be due to increases in urbanization rates, leading to overcrowding and poor sanitation conditions amongst the urban poor, then paired with the loss of traditional social safety nets as well.¹⁰

Indonesia continues to also suffer from issues with malnutrition, which in turn, has large impacts on women and children. For example, although data is limited and a bit dated, health surveys conducted in 2007 revealed that many pregnant women suffer from anemia. While the prevalence of anemia dropped from 40.1 percent in 2001 to 24.5 percent in 2007, many mothers still do not take sufficient supplements. Additionally, infant and child feeding practices often remain inadequate. Only 43.9 percent of children start breastfeeding within an hour of birth and young children receive complementary food too early. For example, it was found that at 4-5 months of age, 52.9 percent are

⁹ UNICEF Indonesia (2012). Issue Brief: Maternal and Child Health. October. Available at: <https://www.medbox.org/id-mother-child-health/unicef-indonesia-issue-briefs-maternal-and-child-health/preview?q=>

¹⁰ Ibid

receiving a form of solid or semi-solid food.¹¹

In addition, Indonesia is considered to have a one of the fastest growing AIDS epidemic in Asia. While the total number of HIV infected individuals remains low, the rate of the increase is a concern. The new cases are concentrated in key populations, such as sex workers (who are mostly women) and their male clients. To make the situation worse, often female sex workers have limited access to HIV testing.¹²

2.4 Political participation, decision-making and agency

Per the Constitution, women have the same rights as men to hold political and public office and there are no formal barriers to women's political participation. Nevertheless, traditionally, the political arena has been male dominated. Seeing this gender gap in political participation and the need to increase women's political participation, the Government of Indonesia passed Law No. 10/2008 which made it compulsory for political parties to include a minimum of 30 percent women candidates. The revised law also requires parties to place at least one woman among its top three ranked candidates. There are, however, no specific sanctions for non-compliance.¹³

In addition, Law 8/2012 (Article 55) on General Elections requires that the list of nominees of candidates for members of the House of Representatives contain at least 30 percent of women's representation. However, per a CEDAW Shadow Report from 2016, the required 30 percent quota of women representatives in parliament has not been reached in either the national and regional parliaments. Female participation in politics has nevertheless increased over the last decade, and with it a decrease in views that politics is a men's only domain. To illustrate, in 1999 women occupied 9.6 percent of the seats in parliament and in 2014 17.32 percent.¹⁴ In 2017, it was reported that there were nine women ministers in the Cabinet (25 percent), 126 women Deputy Ministers or Director General (21 percent) and 2,295 women Directors or Head of Bureau (16 percent) in government institutions. In addition, 76 women have also been elected as regents/mayors (14.78 percent).¹⁵

There does, though, remain a preference for male candidates by many voters. For example, during election campaigns in the country, it is common for community and religious leaders and for male legislative candidates to publicly question the morality of women running for office. At the local level, these perspectives are even more prominent, wherein there are various laws regulating women's appearance and conduct. Laws discriminating against women, typically promoted in the name of religious and moral decency, include dress codes, the public segregation of men and women, and rules

¹¹ Government of Indonesia, World Bank, AusAID, CIDA, The Netherlands Embassy, DFID, and ADB (2011). Indonesia Policy Brief, no. 2: Gender Equality and Health. Available at: <http://documents.worldbank.org/curated/en/306461468267883109/pdf/730300REVISED00C00Gender0brief020en.pdf>

¹² Ibid

¹³ OECD. Social Institutions and Gender Index 2019. Country Profile: Indonesia. Available at: <https://www.genderindex.org/wp-content/uploads/files/datasheets/2019/ID.pdf>

¹⁴ Hillman, B. (2017) Increasing Women's Parliamentary Representation in Asia and the Pacific: The Indonesian Experience. Asia & the Pacific Policy Studies, 4: 38–49. Available at: <https://onlinelibrary.wiley.com/doi/full/10.1002/app5.160>

¹⁵ United Nations Human Rights Council (2017). Indonesia: National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21.

curtailing women's mode of travel and movements at night, all of which limit women's mobility and ability to run for office. Furthermore, in the absence of public campaign funding, candidates need the support from the business community. Given the cultural stigma with women running for office, this funding issue is another significant barrier to women's entry into political office in Indonesia, as men are generally better connected within such business circles.¹⁶

While gender inequalities exist in many facets of Indonesian society, as discussed above, women's collective action within groups and civil society is helping to break down unequal social norms and structural barriers to gender equality.¹⁷ There are various organizations at the international level that are also working to help marginalized women by working with civil society organizations (CSOs) to empower women and influence government policies at the local and national levels. For example, MAMPU, an Australian Government (DFAT) and Government of Indonesia (BAPPENAS) partnership, works to improve the access of poor women to essential services. Through this collaboration alone, this grassroots work has reached some 900 villages across 27 provinces. As of mid-2018, some 1300 women's groups with 32,000 members have directly or indirectly benefitted from this work.¹⁸

2.5 Labor force participation and earnings¹⁹

While the Constitution notes that every citizen is entitled to employment and a decent living, this entitlement has not been fully realized for women. For example, due to societal and cultural norms, many women take on unpaid care work at home, including managing the household and raising children, instead of paid work outside the home. It is commonly held that the reasons for why a woman does not join the formal work force are either that she is not educated enough to meet the educational qualifications demanded of the job, or she has freely chosen to remain at home to fulfil her household obligations.

According to data within Indonesia's 2010 Population Census, men of the working age group were mostly employed (79.6 percent), whereas only less than half of the women (45.1 percent) of the same age were employed, with the other half engaged in household duties. To note, in comparison to data from 1990, more women are entering the labor force. To illustrate, in 1990, only 37.7 percent of working age women were employed.

Women's involvement in the labor force is also more dependent on her age than it is for men. Working-aged men from three groups - youth, adult and elderly - were generally involved in income-earning activities. However, only women belonging to the adult subgroups were involved in income-earning activities. Women who were in youth and elder subgroups were instead doing household duties, with the percentage of adult females (37.8 percent) not in labor force shown to be more than that of males (3.6 percent).

¹⁶ Ibid

¹⁷ Ling, S. "How women are changing Indonesia", available at

<https://arts.unimelb.edu.au/articulation/editions/2019/december-2019/how-women-are-changing-indonesia>

¹⁸ See "Reducing barriers to gender equality in Indonesia" at <https://www.eastasiaforum.org/2019/03/25/reducing-barriers-to-gender-inequality-in-indonesia/> for more information on this Initiative

¹⁹ United Nations Population Fund (2015). "Women and Girls in Indonesia: Progress and Challenges". Available at: <https://indonesia.unfpa.org/sites/default/files/pub-pdf/Women%20and%20Girls%20in%20Indonesia.pdf>

Again, according to Indonesia's 2010 Population Census, employed women and men both contributed as much as 40 percent in the agricultural sector. To note, involvement in agriculture does not mean only working in farms but can also include, in the case of some women, of being involved in the decision-making about agriculture. The remaining 60 percent of men worked in the following five sectors: services (16.5 percent), trade (15.5 percent) and manufacturing industry (9.7 percent), and construction and transportation (8.1 percent); while the remaining 60 percent of women were employed in the following three sectors: trade (23.5 percent), services (19.0 percent) and manufacturing (12.7 percent).

In Indonesia, employers are obliged to pay each employee at least the set minimum wage. However, this regulation has yet to be extended to cover those in the informal sector. When disaggregating wage by educational attainment and sex, it appears that the higher the education attainment the less the wage difference, in relative terms, between men and women, other things held constant. In general, the average wage received by women was lower than that received by men. The average wage of women was IDR 1.4 million while that of men was IDR 1.7 million. The lowest wage was that for workers who had no schooling. In this group the average wage received by women was inferior to that received by men, wherein the average women's wage was IDR 547,000 while that of men was IDR 960,000. In other words, women's average wage was only 56.9 percent that of men. The wage received by female university graduates was also lower than that received by their male counterparts at IDR 2.5 million and IDR 3.6 million, respectively. The one exception to this trend can be seen in the construction, transport and services/finance sectors, wherein women often received wages greater than men's as they were relatively better educated than the men within them.

2.6 Access to land, assets and financial resources

Per various civil codes and laws, married and unmarried women on paper have the same rights as men to own, use, make decisions and use land and non-land assets as collateral. The default marital property regime is partial community of property, wherein both spouses must agree in the administration of marital property. Despite this concept of joint ownership of property purchased during marriage, it is rarely the case that land is registered in the joint name of husband and wife. It is common practice for the husband to register the marital property in his name. In addition, there is little awareness that title certificates for marital property can be issued in the name of both spouses.²⁰ About 36.2% of married women aged 15 to 49 years own land individually or jointly as opposed to 54.1% of men.²¹

In the case of divorce, the law stipulates that both spouses keep the properties they owned individually prior to the marriage and must divide equally any joint property. Per Islamic Law, under registered marriages, in the case of divorce, each wife to a polygamous marriage also has an equal right to property that was acquired during marriage.²² However, these rights are not exercised in

²⁰ OECD (2019). Social Institutions and Gender Index 2019: Country Profile Indonesia. Available at: <https://www.genderindex.org/wp-content/uploads/files/datasheets/2019/ID.pdf>

²¹ Asian Development Bank (2015) Summary of Indonesia's Gender Analysis. No.6/Oct. 2015 ADB Papers on Indonesia. Available at: <https://www.adb.org/sites/default/files/publication/177025/ino-paper-06-2015.pdf>

²² OECD (2019). Social Institutions and Gender Index 2019: Country Profile Indonesia. Available at: <https://www.genderindex.org/wp-content/uploads/files/datasheets/2019/ID.pdf>

practice wherein they are highly likely to lose their land rights upon widowhood, divorce, or desertion.²³

In term of forests, according to the Forestry Law No. 41 of 1999, nearly the entire forestland is owned by the state. Less than two percent of the forest area is formally designated for communities and indigenous peoples or owned by firms or individuals. However, there are several regulations that allow local communities to engage in forest management through mechanisms that include community forest, village forest, community timber plantations, partnership, and customary forest. The permits for such community-based forest management initiatives are usually granted to community groups that form local institutions, such as cooperatives and farmer forest groups. This arrangement has gender implications, as most of the members and leaders of such institutions are men. As such, women have limited involvement in decision-making processes, leading to limited access to the benefits from the initiatives, such as access to knowledge and capacity-building activities as well as funds and payments.²⁴

While there is no legal restriction on married women's rights to open a bank account at formal financial institution, Article 108 of the Civil Code creates a barrier to the acquisition of assets, as it prevents married women from executing a deed or agreement on their own behalf and from receiving any payment from the latter without consent of the husband. Although there have been recent amendments to this law, which requires the same consent of co-signing for the husbands, this law is not always enforced with the men consistently.²⁵

Furthermore, there is no law prohibiting discrimination by creditors on the basis of gender in access to credit. To note, in the economic sector, there are various credit schemes available for women, such as *perkassa* (credit schemes specifically for women in micro and small enterprises). In the rural sector, the barriers to credit and financial services remains an issue and the microfinance industry in Indonesia does not often target women. In addition, many women entrepreneurs have limited knowledge in business development and face discrimination in dealing with government staff. Women also tend to register their business in their husband's name as the men are seen as the head of the household.²⁶

3. Legal and Administrative Framework Protecting Women and Protecting Gender Equality

3.1 Key International Protocols and Frameworks Ratified by Indonesia in Support of Gender Equality and Women's Empowerment and Human Rights

Indonesia has ratified and/or signed many key international conventions, treaties and plans of actions

²³ Asian Development Bank (2015) Summary of Indonesia's Gender Analysis. No.6/Oct. 2015 ADB Papers on Indonesia. Available at: <https://www.adb.org/sites/default/files/publication/177025/ino-paper-06-2015.pdf>

²⁴ Women Organizing for Change in Agriculture and Natural Resources Management (2012). A Guidance Note to Integrate Gender in Implementing REDD+ Social Safeguards in Indonesia. UN-REDD Programme. Available at: <http://www.wocan.org/resources/guidance-note-integrate-gender-implementing-redd-social-safeguards-indonesia>

²⁵ OECD (2019). Social Institutions and Gender Index 2019: Country Profile Indonesia. Available at: <https://www.genderindex.org/wp-content/uploads/files/datasheets/2019/ID.pdf>

²⁶ Ibid

on gender equality, women empowerment and human rights. Critical among them are:²⁷

- United Nations Convention on the Political Rights of Women, ratified by Law 68/1958;
- United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), ratified by Law number 7/1984;
- Optional Protocol to the CEDAW, signed by the Government in 2000;
- International Labor Organization's (ILO) Convention number 100 on Equal Remuneration for Men and Women Workers for Work of Equal Value, ratified by Law number 80/1957;
- International Covenant on Economic, Social and Cultural Rights, signed by the Government in 2006;
- International Covenant on Civil and Political Rights signed by the Government in 2006.

The country has also committed itself to acting upon the recommendations of the 1994 Copenhagen Declaration on Social Development, the 1995 Cairo International Conference on Population and Development and the 1995 Beijing Platform for Action.²⁸

3.2 Key National Frameworks, Policies, Laws and Programs Supporting Gender Equality and Women's Empowerment

3.2.1 Policies, Laws and Frameworks

While gender gaps in national policies and laws are still present, Indonesia does continue to improve its legal frameworks, at national and local levels, particularly in terms of implementing policies and programs that focus on the promotion and protection of the rights of women, children, persons with disabilities (PWDs), and older persons.²⁹ Listed below are key policies, laws and regulations (PLRs) in Indonesia that ensure the protection of rights, freedom and welfare of men and women.

1945 Constitution³⁰

The 1945 Constitution of the Republic of Indonesia states, "every citizen enjoys equal status before the law and government and is obliged to uphold this status without exception" (Paragraph 1, Article 27). Paragraph 2 of the same article states that: "every citizen shall have the right to employment and to conditions of life commensurate with human dignity." The democratic reforms of 1999 caused the Government to assess and more intensively track human rights issues as well as refine the Constitution's basic definition of the subject. In response, an amendment to the Constitution was issued in 2000 which recognizes that "every person shall have the right to be free from discriminatory treatment based upon any ground whatsoever and shall have the right to protection from such

²⁷ Asian Development Bank (2006). Indonesia: Country Gender Assessment. Available at: <https://www.adb.org/sites/default/files/institutional-document/32231/cga-indonesia.pdf>; and UNDP (2017). UNDP Indonesia Gender Equality Strategy and Action Plan 2017-2020. Available at: <https://www.undp.org/content/dam/indonesia/2019/DOCS/CO%20Gender%20Equality%20Strategy%202017-2020.pdf>

²⁸ Asian Development Bank (2006). Indonesia: Country Gender Assessment. Available at: <https://www.adb.org/sites/default/files/institutional-document/32231/cga-indonesia.pdf>

²⁹ United Nations Human Rights Council (2017). Indonesia: National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21.

³⁰ Asian Development Bank (2006). Indonesia: Country Gender Assessment. Available at: <https://www.adb.org/sites/default/files/institutional-document/32231/cga-indonesia.pdf>

discriminatory treatment."

Although it does not specifically distinguish the citizens into female and male citizens within it, the Constitution is one of the basic legal foundations for women's rights in Indonesia. While it does provide a sound foundation for promoting equal rights between men and women, as this study reveals, much remains to be done in ensuring these foundations are in fact followed and put into practice.

1984 Law on the Ratification of CEDAW

In line with its Constitution, through the ratification of this law, Indonesia showed its support and approval in the participation of international efforts to eliminate all forms of discrimination against women. In the text of the law to ratify CEDAW, it is noted that in its implementation, the provisions of CEDAW must be adjusted to the order of life in society of Indonesia, which contains cultural values, customary values, and religious norms applied and widely followed by the Indonesian people. It also notes that its implementation of the provisions of CEDAW aligns with the order of life that is intended by the Indonesian nation.

Presidential Instruction No. 9/2000 on Gender Mainstreaming in National Development

This instruction aims to enhance the position, role and qualities of women to achieve gender equality in the family, society and the nation. It instructs all government bodies to implement gender mainstreaming for planning, formulation, implementation, monitoring and evaluation of national development policies and programs in accordance with their responsibilities, functions and authorities. It also guides the State Minister of Women's Empowerment to give gender mainstreaming technical assistance to government agencies and institutions at both the national and subnational level as well as to report the result of gender mainstreaming implementation to the President.

Law No. 8/2012 on General Elections³¹

Under this law, the general election of the members of the House of Representatives, People's Representative Council, and Regional House of Representatives political parties are required to have a minimum of 30 percent women candidates to be elected to the parliament. As of 2017, currently, there were 97 women serving in the parliament (17.23 percent). Thus, to work towards achieving this target, three aspects were also introduced within this law. Firstly, the law encourages the appointment of more women in senior leadership positions in both public and private sectors. Secondly, the law stipulates mandatory gender mainstreaming curricula in all compulsory trainings and education at all levels. Lastly, it calls for the implementation of national gender mapping in politics to assess the representation and needs of women, as voters and candidates, to help design effective information sharing and training programs on politics and leadership for women.

National Medium-Term Development Plan (RPJMN) of 2015–2019

One of the Plan's eight objectives for its vision integrates gender considerations. It calls for equitable development, in which discrimination in various aspects, including gender, is abolished. In addition, the Plan states five challenges to human resources development, of which two have direct linkages to

³¹ United Nations Human Rights Council (2017). Indonesia: National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21.

gender-related issues. For example, it notes that there is a challenge on accelerating the promotion of gender equality. However it also highlights that women's role in development is helping to address this issue by increasing the understanding, commitment, and ability of decision makers and development actors on the importance of integrating a gender perspective in all fields and stages of development, strengthening gender mainstreaming institutions including gender responsive planning and financing in central and regional levels. It also notes that the efforts to increase the protection of women and children from violence and other wrongdoings is changing society's permissive attitude and other cultural practices.

Furthermore, the Plan includes gender equality and women's empowerment as part of its human and society development targets, in which two indicators on gender have been established. It also promotes gender equitable initiatives, wherein keys components of its national development agenda are increasing the role and representation of women in politics and development and protecting women, children, and marginalized groups.

3.2.2 Ministerial Policies and Programs on Gender

The Ministry of Women Empowerment and Child Protection (MoWECP) launched a flagship program called 3Ends Program in 2016. The program focuses on ending: (i) violence against women and children; (ii) human trafficking; and (iii) barriers to economic justice for women. The strategy to end violence against women and children includes: (i) ensuring the accessibility of information on the rights of women and children; (ii) enhancing the capacity of local institutions, including at the village/sub-district level; (iii) enhancing the capacity of local integrated task force on women and children; and (iv) mobilizing the participation and support of all Ministries/Agencies, local government, and civil society. The strategy to end trafficking of women and girls includes: (i) developing early detection system on trafficking in persons (TIPs); (ii) raising the awareness of the community, including men and boys, and encouraging their active participation in the early detection system; (iii) building inter-agencies synergies within the National Task Force for Trafficking in overseeing cases of TIPs; and (iv) ensuring full and mandatory training for all prospective migrant workers. Lastly, the strategy to end barriers to access economic justice for women includes: (i) ensuring relevant Ministries/Agencies conduct training and capacity building for women entrepreneurs; (ii) expanding access and ensuring rights of all women to economic resources, including business financing such as loan and credit from financial institutions; (iii) providing an alternative financing and capital for women entrepreneurs in small and micro enterprise; and (iv) building financing support and alternative facilities for women innovators in economic sectors.³²

Particularly relevant in the context of gender and REDD+ in Indonesia is the "Regulation of the Minister of Environment and Forestry Number P.31/Menlhk/Set Jen/Set.1/5/2017 on Guidelines on the Implementation of Gender Mainstreaming in the Environment and Forestry Sector" issued by the Ministry of Environment and Forestry (MoEF) in May 2017. The regulation recognizes that acceleration is required in regard to the promotion, effectiveness and optimization gender mainstreaming in M&E, policies, programs, and activities in the environment and forestry sector and emphasizes

³² United Nations Human Rights Council (2017). Indonesia: National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21.

implementation in the field on the Guidelines for Gender Mainstreaming. The guidelines themselves, issued as a Presidential Instruction in 2000, was a strategy aimed at closing the gendered disparity in access, participation, control and benefits of development between women and men. The annex to the regulation recognizes that the Guidelines should not only be limited to the gender gap between men and women, but also increase the social inclusion of other marginalized groups and resolve the disparity of access, participation, control and benefits of development of children, the elderly, persons with disability, Adat communities and other groups. An MoU was also signed between the MoEF and the MoWEPC in 2016.

In addition, to ensure proper implementation of Presidential Instruction No. 9/2000 on Gender Mainstreaming, the Ministry of Finance (MoF), together with MoWECP, Ministry of Home Affairs, and the National Planning Agency, issued a circular letter in order to expedite gender mainstreaming through gender-responsive planning and budgeting within all ministries/governmental units at the national level (SE-33/MK.02/2012). These four ministries are now also in the process of preparing a draft Presidential Regulation to ensure the institutionalisation of gender mainstreaming. This regulation will be legally enforced and will replace the current Presidential Instruction, which only serves as a policy instrument.

3.3 Institutional Arrangements

The Government of Indonesia established the **State's Ministry for Women's Empowerment** in 1978, which was later changed into MoWECP, as the national machinery to ensure the implementation of gender equality and women's empowerment. In line with CEDAW and per Presidential Instruction No. 9/2000 noted above, MoWECP is the lead government agency with a mandate for mainstreaming gender in the government, across sectors and at multiple levels. It provides technical assistance to other ministries to ensure that gender is mainstreamed in their development plans and that this progress is then reported regularly to the President.³³

The Government has also established the **National Commission in Violence Against Women** in 1998. The Commission is responsible for nurturing an enabling environment and supporting efforts to eliminate all forms of violence against women and to protect women's rights in Indonesia.³⁴

Indonesia has also established **units or focal points on women and children under relevant Ministries/Agencies**. These units have been established within the structure of the Coordinating Ministry of Human Development and Culture, MoWECP, Ministry of Social Affairs, Ministry of Health, Ministry of Home Affairs, Ministry of Manpower and the National Police.³⁵

In terms of the forestry sector, the Ministry of Environment and Forestry (MoEF) incorporates gender

³³ Women Organizing for Change in Agriculture and Natural Resources Management (2012). A Guidance Note to Integrate Gender in Implementing REDD+ Social Safeguards in Indonesia. UN-REDD Programme. Available at: <http://www.wocan.org/resources/guidance-note-integrate-gender-implementing-redd-social-safeguards-indonesia>

³⁴ Ibid

³⁵ United Nations Human Rights Council (2017). Indonesia: National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21.

into its activities, which included re-establishing its Gender Working Group in 2012. It also began gender responsive budgeting and implemented gender awareness and gender analysis training courses for its staff. The MoWECF also supports MoEF with their gender mainstreaming efforts, which includes its efforts to develop gender indicators for REDD+. ³⁶ The activities of the Gender Working Group have included training on gender mainstreaming, information dissemination and gender responsive budgeting, planning and analysis. However, given the ad hoc nature of the Gender Working Group, an Asian Development Bank (ADB) study found that it has limited authority to make any significant contribution to gender and organizational change, which is the fundamental basis for gender-sensitive programming in the institution. ³⁷ The 2017 MoEF regulation on Guidelines for Gender Mainstreaming noted above aims to address these gaps, requiring that the MoEF must guarantee the availability of human resources, funding and adequate infrastructure to support gender mainstreaming within its scope of work.

The MoF also has a gender working group to support gender mainstreaming within its activities and projects. Illustrating its capacity and effective work on gender mainstreaming, the MoF has received a gender mainstreaming award (known as *Anugrah Parahita Ekapraya*) in 2013, 2016 and 2018.

4. Gender Issues Around Forests and REDD+³⁸

Forest resources in Indonesia have not only been the source of the country's economic development but also contribute to rural poor communities' livelihood needs. Women of all rural households are engaged in meeting their families' subsistence and livelihood needs, and given that 40 percent of households in the country are food insecure and earn below two USD per day, access to forest resources remains necessary for poor rural communities to fulfill their subsistence needs. Rural communities that are highly dependent on forests, are most directly and significantly impacted by forest degradation and deforestation, and this impact is especially significant for women, considering that they often have a higher degree of dependence on the environment in order to manage daily household tasks. As noted in the GoI Guidelines for Gender Mainstreaming in the Environment and Forests, the disappearance of water sources due to forest destruction causes difficulties for women, which then have to find water at a greater distance or purchase it at a high price, in order to cook for their families.

In Indonesia, women play pivotal roles in forest use and management. While there are variations across the country, in general, women engage in numerous activities around forests, such as collecting firewood, harvesting non-timber forest products (NTFPs) (e.g. honey, medicinal plants, food animal fodder), and forest protection, amongst others. In some instances, women also manage home gardens and nearby forest and fallow areas. This, in turn, allows them to combine child rearing and domestic

³⁶ Center for International Forestry Research (2016). Gender in Forestry and REDD+ in Indonesia. Available at: <https://www.cifor.org/library/6010/>

³⁷ Asian Development Bank (2016). Gender Analysis for Republic of Indonesia: Community-Focused Investments to Address Deforestation and Forest Degradation Project. Available at: <https://www.adb.org/sites/default/files/linked-documents/47084-002-sd-05.pdf>

³⁸ Women Organizing for Change in Agriculture and Natural Resources Management (2012). A Guidance Note to Integrate Gender in Implementing REDD+ Social Safeguards in Indonesia. UN-REDD Programme. Available at: <http://www.wocan.org/resources/guidance-note-integrate-gender-implementing-redd-social-safeguards-indonesia>

chores with other activities to fulfill subsistence needs. However, due to increasing development of commercial forestry, women experience increasing difficulties to collect items such as water, food and firewood from the forests.

Indonesian women often have limited access to decision-making processes related to forests, including REDD+ projects. While they do play a role and are often engaged in forestry projects, they are not involved in planning and decision making. To illustrate, in some community forestry projects, such as Hutan Kemasyarakatan/HKm, women are often involved in activities such as planting, maintenance, replanting trees, and harvesting and marketing NTFPs but rarely engage in the decision making or hold a leadership position in forest farmer groups. In most cases, members of forest farmer groups are head of the households, who are male. The reasons for why women are minimally involved in forest-related decision making include the following: 1) women's heavy burden of work responsibilities; 2) lower rates of literacy and education of women in rural areas; and 3) the inaccurate assumption that forest-related activities are "men's work".

Similarly, women also have less access to extension or capacity-building activities related to agriculture and forestry, as participation in these activities is usually limited to household heads or community leaders, who are mostly men. As such, women are rarely invited to such meetings. It is common practice to only invite the household heads, and this is viewed as sufficient because the information that they gain will be transferred to the rest of the families, including the wives. However, such communication often does not take place, and as a result, women do not have sufficient access to information about relevant activities, projects, etc., concerning their well-being and the forests they are dependent on.

To note, there are various formal and informal women's groups at the village level that can be channeled and empowered through support from REDD+ and other forest conservation initiatives. For example, many women's cooperatives have been established with support from the National Program for Community Empowerment. Women's farmer groups are also found in villages across the country. Furthermore, many rural women also engage traditional savings collection and loan distribution schemes, which can be leveraged in REDD+ efforts.

5. Gender integration within forest conservation efforts and REDD+ action in Indonesia

5.1 REDD+ Design

From 2010-2013, the Government of Indonesia received support from the UN-REDD Programme to help it attain REDD+ readiness. Under the overall objective of this support, 3 outcomes were expected. Outcome 1 was linked to the policy in the national context. Outcome 2 was related to the activities conducted in the chosen pilot province (Central Sulawesi), while Outcome 3 dealt with empowerment and capacity building.³⁹

Gender elements were for the most inadvertently left out in the design consultations held for the Programme. To address this oversight, during implementation of the Programme various efforts to

³⁹ UN-REDD Programme. Indonesia Summary Page. Available at: <https://www.unredd.net/regions-and-countries/asia-pacific/indonesia.html>

integrate gender were undertaken. For example, several Project Management Unit (PMU) staff participated in a two-day gender-mainstreaming workshop held by UNDP Indonesia to enhance their understanding on gender issues, develop gender-specific indicators and determine relevant activities to be integrated in the Programme's work plan. To note, while the workshop did enhance their understanding of gender issues, interviews with PMU representatives revealed that mainstreaming gender into Programme implementation was not an easy task.⁴⁰

In addition, during the drafting of the National REDD+ Strategy (STRANAS), efforts were taken to engage both women and men in activities relevant to REDD+ and provide equal access to knowledge and information on REDD+. A workshop on "Gender Safeguards in REDD+ Initiative" was also held in Jakarta in February 2012 to provide inputs and guidance on how to integrate gender into the safeguard's principles, criteria and indicators. Similarly, a workshop on gender safeguards was also held in Central Sulawesi to gain inputs from local communities. The Programme also implemented Free, Prior, Informed and Consent (FPIC) activities in several pilot sites in Central Sulawesi which considered gender aspects.⁴¹ Lastly, a "[Guidance Note to Integrate Gender in Implementing REDD+ Social Safeguards in Indonesia](#)" was completed in 2012, and its results were used by the REDD+ Task Force to inform the gender elements of its social safeguards.

The evaluation of the Programme concluded that it followed FPIC principles, wherein nearly all conceptual preparatory activities for REDD+ were carried out through various consultations and focus group discussions with a myriad of stakeholders from the national and provincial level. However, it did note that the participation rates of women were less than ideal. In the workshops, consultations, focus group discussions, and even the FPIC trials at the field level, the number of men and women participants were skewed more toward men. In line with the gender imbalances and inequalities faced in the country, men still outnumbered women within the Programme's personnel team as well.⁴²

5.2 REDD+ National Strategy (STRANAS)

Developed by the REDD+ Taskforce in 2012, the REDD+ National Strategy (STRANAS) was formulated with the following intent:

1. To prepare an effective institutional system to implement the REDD+ program;
2. To provide a basis and direction for integrated governance and regulatory systems to ensure the implementation of the REDD+ scheme;
3. Develop systematic and consolidated processes and approaches to save Indonesia's natural forests and the flora and fauna within them;
4. Provide a reference for the expansion of investment in the utilization of forests and peatlands for the production of forest and/or agricultural commodities, and the provision of ecosystem services that include the conservation and accumulation of carbon stocks.

⁴⁰ Women Organizing for Change in Agriculture and Natural Resources Management (2012). A Guidance Note to Integrate Gender in Implementing REDD+ Social Safeguards in Indonesia. UN-REDD Programme. Available at: <http://www.wocan.org/resources/guidance-note-integrate-gender-implementing-redd-social-safeguards-indonesia>

⁴¹ Ibid

⁴² UN-REDD Programme (2013). Final Evaluation of the UN-REDD Programme in Indonesia. Available at: <https://www.unredd.net/documents/un-redd-partner-countries-181/asia-the-pacific-333/a-p-partner-countries/indonesia-187/15077-final-evaluation-of-the-un-redd-programme-in-indonesia.html>

The drafting process of the National REDD+ Strategy (STRANAS) included a series of public consultation meetings in seven regions: Java; Kalimantan; Sulawesi; Sumatera I; Sumatera II, Bali, Maluku and Nusa Tenggara; Papua, engaging 387 participants with representatives of government (46 percent), civil society (42 percent), academics (nine percent) and private sector (three percent). The draft was also posted on a website to get inputs from wider audiences. Unfortunately, only 12 percent of public consultation participants were women. Furthermore, during a National REDD+ Strategy (STRANAS) consultation held by members of the REDD+ Task Force with representatives of the MoWECP, there was an impression that MoWECP representatives had not received thorough information about REDD+, and had yet to consider REDD+ as an important issue that MoWECP should be engaged in.⁴³

Despite this, the National REDD+ Strategy (STRANAS) does incorporate gender considerations into various aspects, including in its principles. These references are noted below.⁴⁴

- The principle on fairness of REDD+ implementation notes “REDD+ is implemented on the basis of the principles of equality for all and human rights protection in forest management, including for women and communities vulnerable to socio-economic and environmental change” (p.5);
- One principle to be adopted to change the culture and paradigm in the country is “gender sensitivity” which calls for the attention to equality in roles, needs, and responsibilities of men and women (p.25);
- Efforts to strengthen forest and resources governance calls for accurate information to be available for public participation through capacity-building for community members, especially women and other vulnerable groups, to improve: (i) understanding of available information; and (ii) participation in decision-making processes (p.25);
- The minimal social safeguards to be complied with by REDD+ implementing agencies includes assurance of gender equality and the right of vulnerable groups to participate equally in REDD+ implementation (p 32);
- Requirement that the social safeguards framework is designed in such a manner to protect and benefit vulnerable groups, including 1) indigenous peoples and local communities living in and around forests, whose livelihoods depend on forest resources; 2) women, who face the full brunt of changes in family income; and 3) other societal groups, whose social, economic, and political status put them in a weak position in terms of fulfilment of their human rights (p.29);
- The guidance noted on the social safeguards framework calls for the inclusion of indicators that evaluate the “accountability of verification results relating to the distribution of benefits from the implementation of REDD+ activities among groups of men and women” (p.31).

⁴³ Women Organizing for Change in Agriculture and Natural Resources Management (2012). A Guidance Note to Integrate Gender in Implementing REDD+ Social Safeguards in Indonesia. UN-REDD Programme. Available at: <http://www.wocan.org/resources/guidance-note-integrate-gender-implementing-redd-social-safeguards-indonesia>

⁴⁴ Government of Indonesia (2012). REDD+ National Strategy. Available at: <https://www.unredd.net/documents/un-redd-partner-countries-181/national-redd-strategies-1025/15862-indonesia-national-redd-strategy.html>

Finally, efforts by other non-government actors has also provided ongoing contributions to improve gender equality in Indonesia's forest governance more broadly, which are directly relevant to REDD+ activities. One such example is the Asia Foundation's environmental justice program in Indonesia, known as SETAPAK, which promotes regulatory and law enforcement reforms to protect communities whose livelihoods depend on traditional forest resources. The second phase of the program (starting in late 2015) facilitated a dialogue with the Ministry of Environment and Forestry (MoEF) in 2018, that resulted in three commitments by the minister: 1) to include gender in environmental impact assessments; 2) to allow women to be recognized as heads of household under the Social Forestry program; 3) to strengthen women's role in traditional forest management.⁴⁵

5.3 REDD+ Safeguards in Indonesia: SIS-REDD+

Indonesia has developed several safeguards related to REDD+, including PRISAI (Principles of Criteria for Indonesian Safeguards Indicators), Strategic Environment and Social Assessment (SESA), and Social Environment Standard for REDD+. Furthermore, MoEF established the Safeguards Information System for REDD+ (SIS-REDD+) as Indonesia's official REDD+ safeguards system, with the main principles based on the Cancun Agreement.

The SIS-REDD+ contains 7 principles, 17 criteria and 32 indicators, that are adapted from the implementation of the existing and relevant safeguards frameworks such as Environmental Impact Assessment (AMDAL), Strategic Environmental Assessment (KLHS), Timber Legality Assurance System for Sustainable Forest Management and Production (SVLK/PHPL), Sustainable Forest Management Certification (SFM), High Conservation Value (HCV), Free, Prior, and Informed Consent (FPIC), and Strategic Environment and Social Assessment (SESA). The SIS-REDD+ web-platform consists of two parts:

1. Database to collect, compile and manage data and information on REDD+ safeguards implementation, and
2. Web platform to display the information on safeguards implementation.

Collection of data, management and provision of information on the implementation of safeguards is conducted by actors at site level through self-assessment process by completing a Safeguards Implementation Assessment Tool (APPS). This APPS was developed based on the principles of simplicity, transparency, accountability, completeness and comparability. The aim is for this information on safeguards from the site level to be progressively centralized to the SIS management in districts, onward to provinces and finally the national level. However, the SIS-REDD+ currently does not contain any reference to gender, either in its principles, criteria or indicators, or the APPS tool. As such, future application of the SIS-REDD+, the principles, criteria and indicators, the APPS tool, and in general, any articulation of future social impact monitoring should consider gender elements, recalling that women often use natural resources and are impacted by changes in natural resource uses in manners that are different than men.

⁴⁵ Indonesia: Hearing Women's Voices in Managing Natural Resources (2018)

6. Recommendations

This preliminary gender analysis acts as an entry point for gender mainstreaming throughout design and implementation of the proposed project. The results and findings of the gender analysis has also informed and guided the development of a Gender Action Plan (please see Section 7 below).

This gender analysis, conducted through desk review, resulted in the following actions:

- Identification of broader national level gender inequalities and challenges and risks faced by women and other marginalized groups in Indonesia around thematic areas of relevance to REDD+ action, such as national policies and regulations, decision-making processes, agricultural production, forest use, land tenure, education, etc.;
- Identification of gaps, entry points and opportunities for mainstreaming gender in the proposed project, and in the implementation of REDD+ action and governance of forest resources in Indonesia more broadly;
- Development of the gender approach used within this proposal to effectively integrate gender and women's empowerment considerations within the social, economic, political and local context within the country;
- Demonstration of the need to develop a gender-responsive environmental and social impact assessment (ESIA), in which the need for additional gender-sensitive and sex-disaggregated baseline data (e.g. on land tenure, value chains, violence against women, etc.) is also assessed (and addressed as necessary);
- Demonstration of the need to ensure the stakeholder consultations and engagement efforts for the ESIA, and for FPIC activities are designed and undertaken using a gender approach and equitably include representatives from more marginalized groups, including women, youth, single-family households.
- Establishment of recommendations to incorporate into the preliminary Gender Action Plan.

More specifically, based on the above analysis and document review, the key entry points and recommendations for gender action within programme design and implementation are listed below. It should be noted that these recommendations are based on preliminary findings of this assessment (based solely on a desk review). Thus, the findings and recommendations of this gender assessment, including the gender-responsive actions, indicators, etc., noted in the Gender Action Plan in Section 7 below, will need to be re-assessed and revised as necessary during the ESIA process, as well as will need to be consulted with and validated by state and non-state stakeholders, including those more marginalized, such as women, youth, indigenous, people, etc. The MoEF is currently developing a strategic plan to mainstream gender for the period 2020 to 2024, which, if available, will be taken into consideration during the revision of the Gender Action Plan.

- It is essential that field-based data-collection and consultations take place in order to conduct a contextualized gender analysis at the local level, in order to capture huge variety of social

norms, traditions, and cultures across Indonesia's regions, which has varying implications for the position of women, their land tenure, and relationship to forest resources.⁴⁶

- To support the effective implementation of the GAP, a gender consultant/NGO should be hired and work with and support/backstop the gender focal points/working groups of the MoF and MoEF.
- While there is internal support on gender within the MoF and MoEF, it is important to ensure these support teams also have knowledge on REDD+ and the 'how to' in integrating gender into it. As such, capacity of these teams should be built accordingly to support effective mainstreaming of gender in project implementation as well as to encourage sustainability of project outcomes once the project is finished.
- Furthermore, given that Indonesia has a decentralized system of governance, it is also important to work closely subnational level stakeholders to ensure that gender equitable policies from the national level are implemented at the local level
- Direct involvement of stakeholders, particularly women, in decision-making processes in regard to the use of proceeds, must occur to adequately link social forestry objectives to household needs.
- It should be noted that the simple presence of women on decision-making bodies does not always correspond with influence in decisions, and hence setting a quota for women's participation should be accompanied by efforts in regard to norm change, as well as establishing forums where women can exercise greater voice and agency.⁴⁷
- The collection of gender disaggregated data in the implementation of REDD+ actions and the use of proceeds should be a mandatory contribution to available national and local-level databases, in order to establish an adequate baseline and measure progress towards targets.
- Gender concerns need to be adequately mainstreamed in order to ensure that gender perspectives and the goal of gender equity are central to all REDD+ related activities.
- A high level of political commitment toward gender mainstreaming and adequately training and resourcing of gender support units at multiple levels is required.

Addressing the gender dimensions and gaps identified within this assessment and implementing the corresponding recommendations noted above and gender-responsive actions noted below in the Gender Action Plan within project design and implementation, will help to ensure the project provides gender-responsive results.

⁴⁶ CIFOR (2016). Gender in Forestry and REDD+ in Indonesia. Available at: <https://www.cifor.org/library/6010/>

⁴⁷ Ibid.

7. Gender Action Plan

Data presented above provides context and an overall baseline assessment on the gender dynamics, inequalities and state-of-play within Indonesia, its forest sector and in its efforts on REDD+ action to date. This analysis identified the differences between men and women and has helped to identify gaps and provide a baseline for comparison.

Addressing the gender gaps noted above, this Gender Action Plan provides suggested entry points for gender-responsive actions to be taken under the applicable activities of the proposed project. It will ensure: first, conducting gender analysis to inform gender responsive project planning and implementation; second, provision of equal access to project activities and benefits (such as capacity building activities, revolving fund, among others); third, provision of equal access to decision making processes at all level; fourth, increased women access to productive assets; and finally, systematic collection of gender disaggregated data including benefit monitoring and evaluation. It includes measures to avoid potential project risks, such as women's losing access to forest resources and unequal benefit sharing mechanisms. In addition, specific indicators are also proposed to measure and track progress on these actions at the activity level. This can be incorporated into the detailed M&E plan which will be developed at the start of implementation and provides concrete recommendations on how to ensure gender (including disaggregated data) continues to be collected and measured throughout implementation.

The overall budget for the gender action plan is tentatively budgeted for 500,000 USD. As the overall project budget is not yet known and is subject to change, pending feedback from the project review and approval process, this gender budget has not yet been broken down by activity level. It is planned to assign and allocate these amounts once the final budget for the project has been confirmed.

To note, as additional gender data collection in the field still needs to be undertaken in the forest sector and around REDD+ issues within the country, detailed gender baseline data, as they pertain to the project activities, in many cases are not yet known. In these instances, baseline information for the activities within the Gender Action Plan are currently marked with a '0', to illustrate that such information is not yet available. Such information will be collected during the process of developing the gender-responsive ESIA, wherein the generation of gender-responsive baseline data for the proposed programmed will be undertaken. Thereafter, the Gender Action Plan below will be revised as necessary and gender baseline information will be provided.



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Gender Action Plan

Project Activity	Gender-responsive actions	Baseline/Indicators/Targets/Means of Verification	Responsible Institutions/ Individuals	Budget (USD)	Timeline
1.1 Update and further develop the REDD+ architecture	<p>Undertake sub-national gender analysis to establish baseline data, and tailor gender-responsive actions to the local level</p> <p>Develop gender-responsive benefit-sharing plan, based on sub-national level gender analysis and community consultations</p> <p>Include gender indicators and targets in the</p>	<p><u>Baseline: 0</u> <u>Indicator: % of # of sub-national government involved in the project 1) collecting gender-disaggregated data 2) undertaking local-level gender analysis</u> <u>Target: 100% of sub-national governments involved in the project</u> <u>Mean of verification: 1) Evidence of database with gender-disaggregated data 2) gender analysis reports produced at sub-national level</u></p> <p><u>Baseline: 0</u> <u>Indicator: # and % of benefit-sharing plans which are gender-responsive, based on community consultations and local-level gender analysis</u> <u>Target: 50% of sub-national governments involved in the project have a gender-responsive benefit-sharing plan</u> <u>Mean of verification: 1) Evidence of benefit-sharing plan (endorsed by community)</u></p> <p><u>Baseline: 0</u></p>	Ministry of Finance	To be calculated once a final budget for the program has been determined	Project begin – Q4 2023



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	<p>safeguards information system</p> <p>Establish a gender-responsive grievance redress mechanism for REDD+ activities.</p> <p>Implementation of gender-responsive Free, Prior, Informed Consent (FPIC)</p> <p>Enhance women's land tenure security to ensure women's secure</p>	<p><u>Indicator: % and # of gender-responsive and sex disaggregated indicators and targets integrated within the SIS-REDD+</u> <u>Target: 30% of targets and indicators are gender-responsive and sex-disaggregated under SIS-REDD+ and 100% of indicators/targets concerning number of people are sex-disaggregated</u> <u>Means of verification: SIS-REDD+ database and monitoring reports on SIS-REDD+ indicators</u></p> <p><u>Baseline: 0</u> <u>Indicator: Evidence that gender-responsive mechanisms have been established at the national and sub-national levels</u> <u>Target: 75% of sub-national governments have a gender-responsive mechanism in place for REDD+ activities</u> <u>Mean of verification: Grievance redress mechanisms</u></p> <p><u>Baseline: 0</u> <u>Indicator: Evidence that consultation meetings have been organized in ways suitable for women's schedules, using appropriate terminology and allow sufficient time for discussion. Women should have the right to give or withhold consent for REDD+ projects to be implemented within their communities.</u> <u>Target: Gender-responsive FPIC is fully implemented in Adat communities</u> <u>Means of verification: Documentation of FPIC process</u></p> <p><u>Baseline: 0</u></p>			
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	control over forestlands and resources by providing licenses to female-headed households	<u>Indicator: Increase in % of female-headed households with secure control over forestlands and resources in districts in which</u> <u>Target: 30% increase in female-headed households with legally recognized documentation of control over forestlands and resources</u> <u>Mean of verification: Evidence of legally recognized documentation</u>			
1.2 Strengthen capacity for REDD+ implementation	<p>Train and build capacity of MoEF staff and REDD+ staff, stakeholders and partners on the 'why' and 'how to' integrate a gender perspective within REDD+ Implementation</p> <p>Hire a gender consultant/NGO to support implementation of GAP</p>	<p><u>Baseline: 0</u> <u>Indicator: % of MoEF and REDD+ staff that have received a training on gender mainstreaming in REDD+</u> <u>Target: 80% of MoEF and REDD+ staff and stakeholders have their capacity built/awareness raised on gender and REDD+</u> <u>Mean of verification: Pre and Post-training surveys</u></p> <p><u>Baseline: 0</u> <u>Indicator: Evidence of changes in perception/understanding of gender among Ministry of Finance, Ministry of Environment and Forestry and REDD+ staff and stakeholders</u> <u>Target: 80% of Ministry of Finance, Ministry of Environment and Forestry and REDD+ staff and stakeholders trained demonstrate changes in perception/ understanding of gender</u> <u>Mean of verification: Pre and post workshop surveys, and key informant interviews</u></p> <p><u>Baseline: There are gender focal points/working groups in the MoF and MoEF. Nevertheless, backstopping support on gender and REDD+ could be needed</u> <u>Indicator: Evidence that a gender consultant/NGO is actively supporting the mainstreaming of gender in the project</u></p>	Ministry of Finance	To be calculated once a final budget for the program has been determined	Project begin – Q4 2023



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	<p>Ensure at least one of the Safeguards Officer hired has expertise on gender</p> <p>Map and subsequently support social groups where woman can participate and yield power in regard to forest resources</p> <p>Conduct REDD+ capacity building training with gender focal points/teams</p>	<p><u>Target: A gender consultant/NGO is hired to support the mainstreaming of gender in the project</u> <u>Mean of verification: TOR and procurement paperwork</u></p> <p><u>Baseline: 0</u> <u>Indicator: # of safeguards officer(s) hired who has expertise on gender</u> <u>Target: At least one of the Safeguards Officer hired has expertise on gender</u> <u>Mean of verification: TOR and CV</u></p> <p><u>Baseline: 0</u> <u>Indicator: # of women-led social groups supported in each sub-national</u> <u>Target: At least 2 women-led social groups are supported at each sub-national level</u> <u>Mean of verification: Evidence (documentation) of financial agreement with women-led social groups</u></p> <p><u>Baseline: 0</u> <u>Indicator: % and # of gender focal points/team members within the MoF and MoEF who have had their capacity built/awareness raised on REDD+ (disaggregated by sex)</u> <u>Target: 80% of gender focal points/team members within the MoF and MoEF have had their capacity built/awareness raised on REDD+</u></p>			
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	within the MoF and MoEF	<u>Means of verification: workshop reports, workshop attendance sheet</u>			
1.3 Communication, knowledge management & adaptive management	<p>Establish processes to facilitate policy coordination between MoEF and MoWECP, as well as information dissemination established at the provincial level</p> <p>Conduct gender sensitization trainings for men and women staff members in FMUs to change their mindsets and also transform the way they plan and implement forestry development programs at the district level</p>	<p><u>Baseline: 0</u> <u>Indicator: Policies of the MoEF incorporate gender analysis of the different impacts of REDD+ on women and men, and Ministries share information at the provincial and national levels</u> <u>Target: Gender equality objectives mentioned in MoEF policies, and evidence of information-sharing mechanism (e.g. focal point or shared database)</u> <u>Means of verification: Evidence (documentation) of gender equality objectives in MoEF policies and information-sharing mechanism.</u></p> <p><u>Baseline: 0</u> <u>Indicator: # of training and awareness sessions with FMUs, REDD+ working group and other stakeholders on gender issues in forest management and REDD+</u> <u>Target: 100% of REDD+ working group participants and FMU staff members receive training</u> <u>Mean of verification: Training workshop report and pre and post training surveys</u></p>	Ministry of Finance	To be calculated once a final budget for the program has been determined	Project begin – Q4 2023



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<p>2.1 Support the operationalization of Forest Management Units (FMUs)</p>	<p>Gender-responsive capacity building and technical assistance to Provincial & District authorities, FMUs and local communities</p> <p>Multi-stakeholder platforms for participatory forest management planning process are gender-responsive</p> <p>Support small-scale community investments in gender-responsive manner</p>	<p><u>Baseline: 0</u> <u>Indicator: Evidence that training and capacity building delivered to Provincial & District authorities, FMUs and local communities accounts for women’s preference in content, timing and delivery as identified in sub-district gender analysis</u> <u>Target: 80% of women participants involved in workshops for this activity who felt training delivery 1) allowed them to actively participate and 2) found the content being discussed relevant and useful</u> <u>Mean of verification: Workshop reports</u></p> <p><u>Baseline: 0</u> <u>Indicator: % and # of stakeholders involved in the participatory multi-stakeholder engagement processes who represent women’s groups</u> <u>Target: Women’s groups represent at least 25% of participants and are present in all multi-stakeholder engagement processes</u> <u>Mean of verification: Reports from multi-stakeholder platform meetings with participant list</u></p> <p><u>Baseline: 0</u> <u>Indicator: # of small-scale community investments that take into account preferences identified through local-level gender analysis and gender-focused consultations</u> <u>Target: 50% of small-scale community investments account for preferences identified by women in community consultations, including preferences of Adat women</u> <u>Mean of verification: Records of community consultations, Financial reports on small-scale community investments</u></p>	<p>Ministry of Finance</p>	<p>To be calculated once a final budget for the program has been determined</p>	<p>Q4 2020 - Q4 2023</p>
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	<p>Increase number of female extension workers so that the FMUs can more effectively engage with women from the communities.</p> <p>Recruit more local female and male staff (full-time staff) members for the FMUs to become more effective.</p> <p>Strengthening the existing women centered non-formal groups, improving women leadership skills</p>	<p><u>Baseline: 0</u> <u>Indicator: % and # of female extension workers hired</u> <u>Target: 50% increase in female extension workers employed by the FMU</u> <u>Mean of verification: Employment agreements/contracts</u></p> <p><u>Baseline: 0</u> <u>Indicator: # of staff hired by the FMU at the local level</u> <u>Target: 50% of staff hired by the FMU at the local level are women</u> <u>Mean of verification: Employment agreements/contracts</u></p> <p><u>Baseline: 0</u> <u>Indicator: # and % of women centered non-formal groups supported in regard to women’s leadership skills</u> <u>Target: At least 1 women centered non-formal group in each district is given women’s leadership training, capacity-building and support in each district, 75% of women training participants report increase in leadership capacity</u> <u>Mean of verification: Training workshop report, pre and post workshop survey</u></p>			
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	Ensure women’s equitable and meaningful involvement in multi-stakeholder forums, meetings, consultations, etc., on efforts to support the operationalization of FMUs	<p><u>Baseline: 0</u> <u>Indicator: Evidence that women’s equitable and meaningful involvement in multi-stakeholder forums, meetings, consultations, etc., on operationalization of FMUs was achieved</u> <u>Target: 80% of women participants involved in meetings and workshops for this activity felt training delivery 1) allowed them to actively participate and 2) found the content being discussed relevant and useful</u> <u>Mean of verification: Workshop reports</u></p>			
2.2 Expand and enhance implementation of the Social Forestry programme	Set up and or strengthen gender-responsive multi-stakeholder platforms at relevant levels of territorial governance to engage on social forestry	<p><u>Baseline: 0</u> <u>Indicator: % and # of stakeholders involved in the participatory multi-stakeholder engagement processes who represent women’s groups engaging on social forestry</u> <u>Target: Women’s groups represent at least 25% of participants and are present in all multi-stakeholder engagement processes on social forestry, 85% of women’s group report satisfaction in regard to meaningful participation</u> <u>Mean of verification: Reports from multi-stakeholder platform meetings with participant list, Key informal interviews</u></p> <p><u>Baseline: 0</u> <u>Indicator: Gender-responsive considerations adopted in the development planning process based on local-level gender analysis</u></p>	Ministry of Finance	To be calculated once a final budget for the program has been determined	Q4 2020 - Q4 2023



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	<p>Support village and provincial development planning process in gender-responsive manner</p> <p>Support land use planning, development of management plans and corresponding community development plans in a gender-equitable manner</p> <p>Development and implementation of community investments, incl. small and micro community enterprise development</p>	<p><u>Target: 25% Increase in women’s participation in the planning process at provincial and village level, including in Adat communities</u> <u>Mean of verification: Village or provincial development plans</u></p> <p><u>Baseline: 0</u> <u>Indicator: % and # of community members consulted on management plan for classified forests who are women</u> <u>Target: 40% of community members consulted on community development plans are women</u> <u>Mean of verification: Reports from community development plan meetings with participant list</u></p> <p><u>Baseline: 0</u> <u>Indicator: % and # of community investments that are gender-responsive in their design</u> <u>Target: 30% increase in women who receive investments</u></p> <p><u>Indicator: Evidence of mechanisms established to support women with vocational training need to manage micro-enterprises</u> <u>Targets:</u></p> <ul style="list-style-type: none"> • <u>100% of community investments are gender-responsive in their design</u> • <u>50% of community investments are provided directly to women</u> • <u>At least 1 mechanism established in each district to support women with vocational training need to manage micro-enterprises</u> 			
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	<p>Address the gendered nature of Adat institutions, particularly the absence of women in decision-making processes, through sensitization at the local level</p> <p>Ensure women’s equitable and meaningful involvement in multi-stakeholder forums, consultations and decision-making on efforts to enhance implementation of the Social Forestry programme</p>	<p><u>Mean of verification: Financial records and reporting on community investments</u></p> <p><u>Baseline: 0</u> <u>Indicator: # and % of Adat communities involved in REDD+ activities receive gender-sensitization training at the local level focused on norms, attitudes and behaviors through workshops and community mobilization activities, including girls, boys, women and men</u> <u>Target: 50% of Adat communities in each district receives sensitization training</u> <u>Mean of verification: Training workshop reports, pre and post workshop surveys</u></p> <p><u>Baseline: 0</u> <u>Indicator: Evidence that women’s equitable and meaningful involvement in multi-stakeholder forums, decision-making, consultations, etc., on Social Forestry programme implementation was achieved</u> <u>Target: 80% of women participants involved in meetings and workshops for this activity felt training delivery 1) allowed them to actively participate and 2) found the content being discussed relevant and useful</u> <u>Mean of verification: Workshop reports</u></p>			
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<p>3.1 Project management</p>	<p>With assistance from the Safeguards Officer, capacity of women involved in SIS-REDD+ working group on safeguards themes, and conduct any necessary capacity building to facilitate their meaningful involvement and inform their decision-making</p> <p>Fully integrate a gender perspective into the Environmental and Social Impact Assessment (ESIA)</p>	<p><u>Indicator: % and # of women who participate in needs assessment on safeguard themes from each district</u> <u>% and # women from each workshop who report greater understanding of safeguard themes</u> <u>% and # women from each workshop who report a greater capacity to participate in decision-making</u> <u>Targets: Capacity-building workshops designed and offered in each district in response to needs assessment</u> <u>At least 75% of women from workshops indicate greater understanding of safeguard themes and how to participate in decision-making</u> <u>50% of workshop participants stay engaged with REDD+ RBP project/safeguards implementation</u> <u>Mean of verification: Training workshop reports and pre and post training surveys</u></p> <p><u>Baseline: 0</u> <u>Indicator: % of findings from in-depth gender analysis and % of recommendations/actions of the revised gender action plan that were integrated into ESIA and ESMP</u> <u>Target: 80% of findings from gender analysis integrated into ESIA and 80% of actions from gender action plan integrated into ESMP</u> <u>Mean of verification: Evidence in ESIA and ESMP reports</u></p> <p><u>Baseline: 0</u> <u>Indicator: Evidence that a gender perspective was fully integrated into mid-term and terminal evaluations</u></p>	<p>Ministry of Finance</p>	<p>To be calculated once a final budget for the program has been determined</p>	<p>Project begin - Q4 2023</p>
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	Integrate a gender perspective fully into mid-term and terminal evaluations	<u>Target: A gender perspective fully integrated into mid-term and terminal evaluations</u> <u>Mean of verification: Evidence in mid-term and terminal evaluation reports</u>			
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