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INTEGRATING GENDER INTO REDD+ SAFEGUARDS IMPLEMENTATION IN INDONESIA

UN-REDD PROGRAMME

November 2012

Acknowledgments

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Disclaimer

This paper is solely the work of its authors. The findings, interpretations, and conclusions expressed herein are those of the authors. Therefore, views expressed in this publication do not necessarily reflect the views of Indonesia's UN-REDD Programme, UNDP, UNEP and FAO.

Executive Summary

Gender integration in the design and implementation of Reducing Emission from Deforestation and Forest Degradation (REDD+) policies, programs and projects is pivotal because it not only complies with international conventions (e.g. CEDAW and UNDRIP), but is also a key to effective, efficient and sustainable implementation of REDD+. The “Cancun Agreement” has explicitly included eight references to gender/women showing increasing commitment to promote gender equality in climate change related policies and initiatives.

This report provides a country-level situation analysis of gender in the forestry sector and an analysis of the extent to which gender has been integrated in REDD+ policies in Indonesia. Drawing on lessons learned from the UN-REDD Indonesia Programme implementation, particularly in Central Sulawesi Province, the report identifies entry points for strengthening gender aspects in the REDD+ policies and programmes as well as the implementation of REDD+ social safeguards.

A number of laws and regulations are already in place to mainstream gender into national development programs. Institutional support is available through the Ministry of Women’s Empowerment and Child Protection and National Commission for Women. The Ministry of Forestry (MoF) has recently made more efforts to integrate gender in forestry by revitalizing its Gender Working Group, initiating gender-responsive budgeting and implementing gender awareness and gender-analysis trainings. Despite these endeavors, constraints to effective implementation remain due to numerous reasons, such as cultural and social attitudes, norms and certain interpretations of religion that discriminate against women.

The National REDD+ Strategy (STRANAS) has included several references to gender/women, which reflects the increasing awareness and commitment to integrate gender into REDD+ policies and implementation. The Provincial REDD+ Strategy (STRADA) of Central Sulawesi Province has included most of the gender aspects of the STRANAS and emphasized the importance of women’s inclusion in REDD+. However, the engagement of women in REDD+ decision-making processes remains low. Women’s representation in the REDD+ management structures at national (National REDD+ Task Force) and provincial levels is also minimal.

The National REDD+ Task Force has developed safeguards, known as PRISAI (Principles, Criteria, Indicators of REDD+ Safeguards Indonesia), to avoid potential negative implications of REDD+ policies, programs and projects. Although gender perspectives have been well integrated in the PRISAI, the indicators described in the safeguards are too broad and difficult to measure. In addition, two important elements have not been included in the safeguards: women’s secure control over forestlands and resources; and gender-sensitive FPIC implementation.

The UN-REDD Indonesia Programme was designed without the engagement of representatives of women’s groups and gender experts in consultations. The National Programme Document, signed in 2009, does not incorporate gender perspectives or include women-targeted activities. This shortcoming was only addressed in 2012. The following are three best practices in the Programme implementation: 1) involving women champions in implementing REDD+. It proves to be effective, not only to ensure the integration of gender into the Programme implementation but also as a vehicle to inspire and motivate other women to be more actively engaged; 2) inserting gender as a topic in the Training of Trainers (ToT) to prepare gender-responsive FPIC implementation; and 3) engaging women’s organizations at the local level (i.e. the Family Welfare Movement and women farmers organizations) to raise awareness about

gender issues and enhance women's participation in decision-making processes. However, these initiatives alone are insufficient. Efforts for gender mainstreaming should be more comprehensive and institutionalized.

The report concludes with a list of recommendations for integrating gender in REDD+ at the policy and project levels. It recommends that women's secure control over forestlands and resources, and gender sensitive FPIC implementation to be included in the PRISAI draft. Developing a practical guidance with measurable indicators for the implementation of REDD+ safeguards is also crucial for monitoring and holding the safeguards implementation accountable. Several recommendations are made for the policy level: 1) ensure effective and meaningful participation of women in the development and implementation of REDD+ policies; 2) ensure gender balance in REDD+ governance structure; 3) mainstream gender in policy reforms related to REDD+; 4) enhance REDD+ Safeguard (PRISAI); 5) develop a roadmap for gender mainstreaming in REDD+; 6) provide secured tenure for men and women; 7) develop gender responsive monitoring; and 8) include a gender advisor in the national management structure.

At the project level, the recommendations are: 1) collect sex disaggregated data and conduct gender analyses; 2) map women's networks and organizations that can be engaged in REDD+ projects; 3) integrate gender into project design; 4) implement gender-responsive FPIC processes; 5) ensure effective and meaningful participation of women in the project activities; 6) implement capacity building for gender mainstreaming activities; 7) strengthen women's organizations, networks and self-help groups; 8) ensure equitable benefit-sharing mechanisms; 9) include indicators for gender equality and women's empowerment in project monitoring and evaluation; and 10) create innovative activities that can enhance women's participation in REDD+.

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List of Abbreviations

BAPPENAS	National Planning Agency (Indonesia)
CBD	Convention on Biological Diversity
CF	Community Forestry
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organization
DKN	<i>Dewan Kehutanan Nasional</i> (National Forestry Board)
DPNI	<i>Dewan Nasional Perubahan Iklim</i> (National Council on Climate Change)
FAO	Food and Agriculture Organization of the United Nations
FGD	Focus Group Discussions
FPIC	Free, Prior and Informed Consent
HKm	<i>Hutan Kemasyarakatan</i> (community forestry)
HTR	<i>Hutan Tanaman Rakyat</i> (community based plantation forest)
IFCA	Indonesian Forest Climate Alliance
ILO	International Labour Organization
ILO 169	International Labour Organization Indigenous and Tribal Peoples Convention C169
IUCN	International Union for Conservation of Nature
KWT	<i>Kelompok Wanita Tani</i> (Women Farmers Group)
KTH	<i>Kelompok Tani Hutan</i> (Forest Farmers Groups)
MoF	Ministry of Forestry
MRV	Measurement, Reporting and Verification
NTFP	Non-timber forest product
Permenhut	<i>Peraturan Menteri Kehutanan</i> (Ministry of Forestry Regulation)
PMU	Programme Management Unit
PKK	<i>Pendidikan Kesejahteraan Keluarga</i> (Family Welfare Movement)
PRISAI	<i>Prinsip, Kriteria, Indikator Safeguard Indonesia</i> (Principles, Criteria and Indicators of REDD+ Safeguard)
REDD+	Reduced Emissions from Deforestation and Forest Degradation Plus
REL/RL	Reference Emission Level / Reference Level
R-PP	Readiness Preparation Proposal
SESA	Strategic Environmental and Social Assessment
UKP4	Indonesian President's Delivery Unit for Development Monitoring and Oversight
UNDP	United Nations Development Programme
UNDRIP	United Nations' Declaration on the Rights of Indigenous Peoples
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
WOCAN	Women Organizing for Change in Agriculture and Natural Resource Management

Description of Terms¹

Gender:	The differences in socially constructed roles and opportunities associated with being a man or a woman and the interactions and social relations between men and women. Gender determines what is expected, permitted and valued in a woman or a man in a determined context. While sexual differences in biological terms basically cannot be changed, gender differences can be changed as they are defined by people's way of thinking and sense of values.
Gender Equality:	The equal rights, responsibilities, access to resources and opportunities of women and men and girls and boys. Equality between men and women is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.
Gender Equity:	The process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a "level playing field." Equity leads to equality.
Gender Analysis:	A method to collect and examine data about gender. It involves an examination of the rights and opportunities of men and women, power relations, and access to and control over resources. Gender analysis identifies disparities, investigates why such disparities exist, determines whether they are detrimental, and if so, looks at how they can be remedied.
Gender Mainstreaming:	The process of ensuring that both women and men have equal access to and control over resources, decision-making, and benefits at all stages of policies/projects. It emphasizes getting the overall activity to focus on both men and women, rather than merely adding a component or section to benefit women at the margin. Gender Mainstreaming also integrates measures that would ensure equitable or equal benefits for both men and women into a policy or project. If any adverse impact on either men or women is identified, the policy or project should include measures to mitigate such adverse impacts.
Gender sensitive:	The ability to recognize gender issues and especially the ability to recognize women's different perceptions and interests arising from their different social location and different gender roles.
Gender responsive:	Consider women's and men's concerns as an integral dimension of the design, implementation, monitoring and evaluation (of policies and programmes) in all political, economic and social spheres.

¹ Modified from various sources: UNDP. 2010. *Resources Guide on Gender and Climate Change*; JICA. 2011. *Country Gender Profile: Indonesia*; World Bank. *Gender and Development: A Trainer's Manual*.

1. Introduction and Methodology

Reducing Emission from Deforestation and Forest Degradation (REDD) is an initiative to create a financial value for the carbon stored in forests, offering incentives for developing countries to reduce emissions from forested lands and invest in low-carbon paths to sustainable development. “REDD+” goes beyond deforestation and forest degradation, and includes the role of conservation, sustainable management of forests and enhancement of forest carbon stocks. A core principle underlying REDD+ is its basis on performance, with incentives provided – cash and non-cash – to forest owners and users who can demonstrate reduced emissions and/or increased carbon stocks.

REDD+ presents both opportunities and challenges for participating countries. If designed and done right, it can offer triple win solutions for reducing carbon emissions, reversing biodiversity loss and alleviating poverty. In terms of gender issues, REDD+ has the potential to reduce gender disparity by providing ways in which women gain more secure tenure to forestlands and resources for women’s empowerment.² However, some studies have cited potential negative impacts of REDD+ initiatives, such as losing access to forests, on which so many women’s livelihoods and subsistence needs depend.³ To avoid such potential adverse impacts, therefore, the REDD+ framework that was agreed upon during the COP 16 of the UNFCCC, known as the “Cancun Agreement”, includes REDD+ safeguard principles that encourage the implementing agencies of REDD+ to promote and support them.

The importance of adopting gender perspectives into REDD+ policies and initiatives has been addressed in several recent studies and reports.⁴ Women are likely to be affected differently from men and are more likely to be disproportionately affected by REDD+ policies and initiatives because of their gender differentiated roles that assign them tasks related to forest use.

In Indonesia, REDD+ policy development and projects are well underway. The Government of Indonesia has developed several policies and plans to establish three new institutions (the REDD+ Agency, the

² Gurung, J., K. Giri, A. Setyowati and E. Lebow. 2011. *Getting REDD+ Right for Women: An analysis of the barriers and opportunities for women’s participation in the REDD+ sector in Asia*. USAID: Washington DC; Gurung, J and Setyowati, A. 2012. *Re-envisioning REDD+: Gender, Forest Governance and REDD+ in Asia*. Right and Resources Institute: Washington DC.

³ Griffiths, T. 2007. *Seeing ‘Red’? ‘Avoided Deforestation’ and the Rights of Indigenous People and Local Communities*. Forest Peoples Programme. Retrieved in January 20, 2010 from http://www.forestpeoples.org/documents/ifi_igo/avoided_deforestation_red_jun07_eng.pdf

⁴ Gurung, et al., 2011. Ibid n2; Gurung, J and Setyowati, A.2012. Ibid n2.

REDD+ Funding Instrument, and the REDD+ Measurement, Reporting and Verification/MRV) Institution to support the implementation of REDD+.⁵ Despite the regulatory complexity and unclear institutional arrangements, many parties have invested in REDD+ projects and programs; there are at least 37 REDD+ projects currently being implemented in the country.⁶ Therefore, now is a perfect time to assess whether the development and implementation have addressed gender issues.

This report aims to analyze the extent to which gender has been integrated in REDD+ policies in Indonesia. It will identify opportunities and challenges to integrate gender perspectives in REDD+ projects and programs by drawing lessons learned from the UN-REDD Central Sulawesi Pilot Province. It will also identify entry points for strengthening gender aspects of REDD+ policies and initiatives in Indonesia. Based on the study findings, a guidance note has been developed to integrate gender perspectives in the REDD+ social safeguards developed by the Indonesia REDD+ Task Force.

The methods utilized to gather data for this study include: 1) content analysis of REDD+ policies and other relevant documents in Indonesia⁷; 2) interviews, conducted in September 2012 with representatives of the Ministry of Forestry (MoF), State Ministry of Women's Empowerment and Child's Protection (SCMW), the REDD+ Task Force, NGOs, women groups, and the Programme Management Unit (PMU) of UN-REDD Programme; and 3) focus group discussions involving village facilitators and men and women of Lembah Mukti Village, Central Sulawesi Province.⁸

The second section of this report illuminates a country-level situational analysis of existing policies and institutions for gender equality and gender mainstreaming and implementation of these in Indonesia; this is specifically analyzed within the context of the forestry sector and the Ministry of Forestry. It is considered necessary as the processes of REDD+ design and implementation cannot be separated from institutional cultures and contexts. The third section describes REDD+ development in Indonesia and gender analysis of relevant REDD+ policies and safeguards. The next section explores lessons learned from the UN-REDD Programme in integrating gender in the Programme implementation. The report concludes with recommendations for integrating gender in the REDD+ safeguards implementation.

⁵ Satgas REDD+. 2012. *REDD+ National Strategy*. Jakarta. Retrieved in September 16, 2012 from www.satgasredplus.org

⁶ Lists of REDD+ pilot projects 2012, unpublished document.

⁷ Close attention is given to relevant documents of the UN-REDD Programme to understand challenges and opportunities to integrate gender into social safeguards.

⁸ A list of those who participated in the interviews and focus group discussions is found in the Annex 1.

1.1 Gender and REDD+

There are two main arguments for integrating gender in REDD+.⁹ The first one is based on rights. Women's rights are protected by international conventions that include the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the UN Declaration on the Rights of Indigenous Peoples (UNDRIP). In the context of climate change, the Cancun Agreement includes eight references to gender and women that show the commitment of the international community to address gender in climate change related policies and initiatives. The second argument is based on efficiency. Integrating gender into REDD+ and addressing women's roles and rights is considered a necessary pre-condition for increasing the efficiency, efficacy and long-term sustainability of REDD+.¹⁰ There is evidence that engaging women in natural resource management programs and projects not only enhances equity outcomes, but also improves performance. For instance, women and men often interact and use forests differently thereby generating gender differentiated knowledge over forests.¹¹ Therefore, engaging both women and men in REDD+ could generate more positive outcomes.

Several reports have mentioned at least four important areas to be considered in integrating gender in the design and implementation of REDD+ policies and projects:¹²

1. Meaningful participation in decision-making processes. Women tend to spend longer hours than men engaged in work to meet household and farming responsibilities, thereby limiting their time to attend REDD+ related meetings and consultations. As a consequence, women have limited opportunities to voice their concerns and to be considered in REDD+ design and implementation. Therefore, gender-inclusive public consultations for REDD+ are needed. Moreover, planners need to be aware that women are not a monolithic social group, due to differences of class, caste, age, and other social differences. Having a more nuanced understanding of gender issues and social structure will be beneficial to ensure women's meaningful engagement in decision-making processes.¹³

⁹ UN-REDD. 2012. *Business Case for Mainstreaming Gender in REDD+*. Retrieved from <http://www.unredd.net>

¹⁰ Ibid.

¹¹ Rocheleau, et al. 1996. cf. Nightingale, A. 2006. The Nature of Gender: Work, Gender and Environment. *Environment and Planning D: Society and Space*. 26: 165-185.

¹² UN-REDD. 2012. *ibid* n9; Setyowati, A. 2011. *How Bringing Gender Perspectives into REDD+ Policies Could Enhance Effectiveness and Empowerment*. Bangkok: WOCAN; Gurung and Setyowati. 2012. *ibid* n2.

¹³ Bradley, A., A. Setyowati, J. Gurung, Y. Donald, C. Nett, S. Khiev, and J. Brewster, 2012. *Gender and REDD+: An Assessment in the Oddar Meanchey Community Forestry and REDD+ Site, Cambodia*. Washington DC: PACT

2. Forest and resources tenure. Clear and secure tenure, with clarification of which group has access to REDD+ benefits is crucial in the implementation of REDD+. However, in most developing countries, clear forest tenure arrangements can hardly be found. With the potential increasing values of forests, the rights of individuals and communities who manage forestlands may be challenged under REDD+ as their forest tenure rights are often ill defined in the statutory laws, and weakly enforced. In addition, even in cases where communities have rights to forests, it cannot be assumed that women have equal rights with men to these lands.¹⁴

3. Equitable benefit-sharing mechanisms. In order to ensure that those participating in REDD+ are honoring their long-term commitment to support REDD+, they must be fairly compensated. The management of REDD+ benefits should therefore be transparent and accountable. There is a common but misleading assumption that transferring REDD+ benefits to community organizations will trickle down equally to all community members, including women.¹⁵ Indeed, the risk of elite capture and the inability of women to access the benefits are still prevalent.

4. Ensuring multiple benefits of REDD+.¹⁶ Successful implementation of a REDD+ policy/program will be linked to the extent to which it contributes to multiple benefits, including the provision of biodiversity, soil conservation, and non-timber forest products, among other products and services. As knowledge about forest resources is often differentiated by gender, based on differentiated roles, engaging both men and women is crucial to ensure the successful attainment of REDD+ benefits.¹⁷ As key managers and knowledge holders of forest management, women must be included and benefit from REDD+ to produce equitable and sustainable outcomes.

¹⁴ Gurung, J., & Quesada, A. 2009. *Gender-Differentiated Impacts of REDD to be addressed in REDD Social Standards*. CARE International and Climate Community and Biodiversity Alliance.

¹⁵ Setyowati. 2011. Ibid n12

¹⁶ UN-REDD. 2012. Ibid n9.

¹⁷ Elmhirst and Resurreccion, 2008 cf. Bradley, et.al, 2012. Ibid n 13.

2. Indonesian Context

In the last several years, Indonesia has enjoyed a relatively stable political situation and economic growth; it is now considered an important player in the world economy. Based on the Human Development Report of 2011, Indonesia's Human Development Index (HDI) ranks 124 out of 187 countries, indicating a medium level of education attainment, income and health status.¹⁸ However, poverty is still widespread, particularly in the rural areas. Those living in poverty are particularly vulnerable to the impacts of climate change.

As reported in the Gender Inequality Index of 2011, Indonesia ranks 100 out of 146 countries.¹⁹ Women have a lower literacy rate (women's literacy rate is 86 percent and men 94 percent) and fewer years of schooling (6.5 years for women, compared to 7.6 years for men). Although women's life expectancy is higher than men's, they get a smaller share of income. Based on the Asian Development Bank (ADB) report, women's annual income was USD 2,289 compared to men's USD 4,434 in 2003.²⁰ It also reports gender-differentiated access to productive resources, such as land, property and financial services, in which women have more limited access to these resources.²¹ The maternal mortality ratio is also relatively high due to women's limited access to health services.

2.1 Policies and Institutional Framework for Gender Equality in Indonesia

Indonesia has adopted international and national laws that ensure the protection of rights, freedom and welfare of men and women. These policies include:

1. The ratification of UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1984. Indonesia reports to the CEDAW committee regularly.
2. The country's constitution of 1945 stipulates that all citizens, men and women, are equal before the law and the government. The constitution was amended in 2000, to include the rights to be free from discrimination.

¹⁸ UNDP. 2011. *Human Development Report 2011: Sustainability and Equity: a better future for all*. UNDP: New York.

¹⁹ Ibid.

²⁰ ADB. 2006. *Indonesia Country Gender Assessment*. Retrieved in September 16, 2012 from <http://www.adb.org/documents/indonesia-country-gender-assessment>

²¹ Ibid.

3. To enhance women's involvement in the policy and decision-making processes, a 30 percent reservation quota was established for women in the parliament as stipulated in the Law No. 10/2008 on Legislative Election.
4. Presidential Instruction No.9/2000 on Gender Mainstreaming in the National Development. The instruction addresses the promotion of the positions, roles and qualities of women to attain gender equality in the family, society and the nation. It requires all government agencies to implement gender mainstreaming for planning, formulation, implementation, monitoring and evaluation of national development policies.
5. The State Minister of Women's Empowerment and Child's Protection (SMWC) has developed a manual of implementation guidelines on gender mainstreaming in national development and provided technical assistance to government bodies in the implementation process.
6. SMWC developed a national development master plan for women's empowerment (RIPNAS 2000-2004) and the Development Policy on Improvement of Women's Lives 2010-2014 that is aimed at enhancing women's status in education, health, economic activities, political participation and society and culture.
7. In 2008, the Ministry of Home Affairs stipulated the Ministry Regulation No.15/2008 on Guidelines for mainstreaming gender in the region to assist the local government officers in integrating gender at local government and local development.
8. Gender-responsive budgeting has been introduced since 2009. The Ministry of Finance Regulation No. 119/PMK.02/2009 appointed seven departments to pilot the implementation of gender responsive budgeting.²²

In terms of institutional support for gender mainstreaming, the Government of Indonesia (GoI) established the State's Ministry for Women's Empowerment in 1978, which was later changed into the State Ministry for Women's Empowerment and Child Protection (SMWC), as the national machinery to ensure the implementation of gender equality and women's empowerment. In line with the CEDAW, it promotes gender equality and women's empowerment in the government policies and programs at the national and local levels. The SMWC provides technical assistance to other ministries to ensure gender mainstreaming in their development plans and reports regularly on the implementation to the

²² These departments include: Ministry of National Development Planning (BAPPENAS), Ministry of Agriculture, Ministry of National Education, Ministry of Health, Ministry of Public Works, State Ministry of Women's Empowerment and Child Protection (SMWC) and Ministry of Finance.

President.²³ In addition, GoI has also established the National Commission on Violence Against Women (*Komisi Nasional/KOMNAS Perempuan*) 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.

Although there are some laws and regulations ensuring equal rights between men and women in Indonesia, many barriers remain that make it difficult to enforce these policies. Certain cultural values and attitudes as well as particular interpretations of religion that discriminate against women are still prevalent and prevent the effective implementation of these policies. In addition, ADB reports that many laws still continue to discriminate against women, particularly in the areas of family and marriage.²⁴ Gender mainstreaming in policies and programs has yet to be considered as a pivotal issue among most government agencies at the national and provincial levels.

In terms of political participation, the rate of women's participation in decision-making processes at the national and local levels is still low.²⁵ Despite the 30 percent quota allocated for women in the parliament, only 19 percent women legislators were elected in the 2009 national elections. Although the figure represents a significant increase from the previous election's eight percent, women's representation is much lower in some provinces; for instance in Aceh where only 5.8 percent of women were elected as local legislators.²⁶

2.2 Women's Roles in Forest Management

Indonesia's forestlands cover 187.8 million hectares (71 percent of the total area) and are among the most diverse and valuable in the world.²⁷ Forest resources have not only been the source of the country's economic development but also contribute to rural poor communities' livelihood needs. The Ministry of Forestry suggests that around 30 million people depend directly on forests, and more than

²³ JICA. 2011. Ibid n1

²⁴ ADB. 2010. *Indonesia Country Report (Gender equality results in ADB projects)*. Retrieved in September 15, 2012 from http://library.tu.ac.th/oldbranches/n_puey/News/world%20bank/7Gender%20Equality%20Results%20in%20ADB%20Projects%20Indonesia%20Country%20Report.pdf

²⁵ JICA. 2011. Ibid n1

²⁶ UNDP and SNV. 2009. *Assessing Gender Responsive Local Capacity Development in Indonesia*. Retrieved in November 29, 2010 from http://www.capacityisdevelopment.org/doccs/snv/UNDP_Indonesia_Gender_Study_final_version.pdf

²⁷ BAPPENAS dan Departemen Kehutanan. 2010. *Strategi Nasional REDD+(Revisi Draft 28 November, 2010)*. Jakarta: Bappenas dan Dephut.

16 million people live in the country's 15 largest watersheds.²⁸ Female-headed households in the rural areas comprise 20 percent of the population; but women of all rural households are engaged in meeting their families' subsistence and livelihood needs.²⁹ These women have limited capacities to cope with the impacts of climate change while caring for their families. In addition, 40 percent of households in the country are food insecure and earn below two USD per day.³⁰ Thus, access to forest resources remains necessary for the poor rural communities to fulfill their subsistence needs.

Gender is an important variable that determines access to and control over forest resources.³¹ 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, such as collecting firewood, harvesting non-timber forest products (e.g. honey, medicinal plants, food, animal fodder), and forest protection, among others.³² In some places, women also manage home gardens and nearby forest and fallow areas that allow them to combine child rearing and other domestic chores with other activities to fulfill subsistence needs. In general, rural women work longer than men. The average time spent by women at work is 13 hours longer than men in a week.³³ However, due to increasing development of commercial forestry, women experience increasing difficulties to collect items such as water, food and firewood from the forests.³⁴

In most areas in Indonesia, women have limited access to decision-making processes related to forests, including REDD+ projects. They are often engaged in forestry projects but are not involved in planning and decision making. In some community forestry projects (*Hutan Kemasyarakatan/HKm*), for instance, 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.³⁵ Members of forest farmer groups, such as *Kelompok Tani Hutan* – usually established in the village located close to forest areas and its members comprise of the head of the households who

²⁸ FWI/GFC, 2002. *State of Forest: Indonesia*. Bogor: FWI.

²⁹ JICA. 2011. Ibid n1.

³⁰ FAO, 2007. *Fact Sheet Indonesia: Women in Agriculture, Environment and Rural Production*. retrieved on November 29, 2010 from <ftp://ftp.fao.org/docrep/fao/007/ad520e/ad520e00.pdf>

³¹ Rocheleau et.al. 1996 cf. Nightingale, A. 2006; Schroeder R. 1999 *Shady Practices: agroforestry and gender politics in the Gambia*. University of California Press: Berkeley, CA.

³² Gurung et.al. 2011. Ibid n2.

³³ DTE. 2004. *Women, Land and Natural Resources*. DTE No. 63 (November, 2004)

³⁴ FAO. 2007. Ibid n30.

³⁵ Setyowati, A. 2003. *Voice of the Voiceless: A Case Study of Community Forestry in Kulon Progo, Indonesia*. Paper presented in a World Forestry Congress side event.

are male. There are several reasons for women's minimal participation in the forest-related decision making: 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."³⁶

In addition, women also have less access to extension or capacity-building activities related to agriculture and forestry.³⁷ Participation in these activities is usually limited to household heads or community leaders, who are mostly men. In the case of community forestry in Gunung Kidul, Yogyakarta, for instance, the facilitators of a community forestry project (HKm) were mostly male and without an interest in gender equity.³⁸ Women are rarely, if at all, invited to the meetings, based on the assumption that inviting the household heads is sufficient because the information that they gain will be transferred to the rest of the families, including the wives. However, this has rarely been the case. As a consequence, many women could not get access to information about relevant government regulations and the communities' collective management plan.³⁹

However, there are various formal and informal women's groups at the village level that can be channeled and empowered through support from REDD+ initiatives. Many women's cooperatives have been established with support from the National Program for Community Empowerment (*Nasional Pemberdayaan Masyarakat/PNPM*) Mandiri.⁴⁰ Another institution, the most established one, is the Family Welfare Movement (*Pendidikan Kesejahteraan Keluarga/PKK*), usually led by the village head's wife.⁴¹ Despite the initial goal of PKK's establishment during President Suharto's administration to reinforce the "proper" roles of wife and mother to support development programs, many PKK members have utilized the institution to go beyond this goal. They have used PKK as an institution to support local economic development, by improving women's skills to establish home gardens for fulfilling subsistence needs and providing alternative medicine through planting medicinal plants. Women's farmer groups (*Kelompok Wanita Tani/KWT*) are also found in villages across the country, including in the pilot site of the UN-REDD Programme in Lembah Mukti Village. Moreover, many rural women also engage in *arisan*, a traditional savings collection and loan distribution scheme.

³⁶ Interview with community leaders in Lembah Mukti Village, September 2012.

³⁷ JICA. 2011. Ibid n1.

³⁸ Siscawati, M. and Mahaningtyas, A. 2012. *Forest Tenure and Forest Governance in Indonesia*. Washington DC: RRI.

³⁹ Ibid.

⁴⁰ PNPM Mandiri is a national program that aims to alleviate poverty through community based approaches. The program is implemented nationwide by the Department of Social Welfare. The goal of establishing women cooperatives is enhancing women's capacity to be economically independent by giving them microcredit to start small-scale businesses.

⁴¹ Gurung et. al. (2011). Ibid n2.

2.3 Rights to Land and Forest Resources

Access to productive resources, such as land, is pivotal for women. Control over land will not only provide women with a source of income and collateral for credit but also increase their decision-making power in the household and make them less economically vulnerable. In Indonesia, rights over lands are regulated by the Basic Agrarian Law of 1960 and its implementing regulations that provide detailed bundles of rights over lands to all Indonesian citizens. The rights include the right to own, cultivate, build, use and lease lands. The strongest land right is the right to own, register, transfer and mortgage land for unlimited time. In addition, the Marriage Law (Law No.35/1974), article 35 stipulates the joint ownership of the property purchased during marriage.

Table 1. Policies Relevant to Gender and Land Rights

Policy Framework	Remark
Marriage Law (1974) / Marriage Law Implementation (1975)	Includes a provision on the concept of joint ownership of property (article 35).
Basic Agrarian Law no.5 (1960)	Women have land rights and may obtain title to land.

Despite the fact that there is no legal gender discrimination in land ownership, traditional patriarchal social norms, religious and customary laws create barriers for women to gain equitable access to productive resources.⁴² While the implementation can be varied and based on agreements within a family,⁴³ Islamic law dictates that women inherit less than men and widowers receive a bigger share than widows. Within customary laws, land inheritance varies among different ethnic groups. Most land titles are registered under the husband's name. There are few cases of joint land registration due to the lack of information about joint titling when a couple registers its land.⁴⁴

Based on the Basic Forestry Law 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 (230,000 hectares) or owned by firms or individuals.⁴⁵ However, there are several regulations that allow local communities to engage in the forest management through mechanisms that include community forest (*hutan kemasyarakatan/HKm*), village forest (*hutan desa*), private forest (*hutan hak*) and customary

⁴² FAO, 2007. Ibid n30.

⁴³ The findings from FGD Gender held in Palu, September 2012 reveals that many muslim families in the region choose to equally distribute the lands to sons and daughters.

⁴⁴ ADB. 2006. Ibid n20.

⁴⁵ Sunderlin et al. 2008 cf. Maderia, 2009. *REDD in Design: Assessment of Planned First Generation Activities in Indonesia*. Washington DC: RFF

forest (hutan adat).⁴⁶ As of 2010, the MoF had designated 130,000 hectares of forest areas as community forest, village forest or community plantation forests (*Hutan Tanaman Rakyat/HTR*). The permits for community-based forest management initiatives are usually granted to community groups that form local institutions (e.g. cooperatives, farmer forest groups). This has gender implications, as most of the members and leaders of such institutions are men.⁴⁷ Thus, 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.

2.4 Gender Mainstreaming in the Ministry of Forestry

Like in many countries, the forestry sector in Indonesia is considered as a male-dominated sector. Hence, women's important roles and contributions are often invisible and less appreciated. Women are still underrepresented in the MoF. In 2008, women comprised 22 percent (3,152 women versus 12,838 men) of the technical and administrative staff.⁴⁸ Women are also in a minority at the senior levels of the MoF. But beyond the numbers, institutional biases exist within the forestry sector, which do not support women as technical staff members. Certain perceptions on women's roles create constraints for them to pursue higher positions in government agencies and restrict their access to leadership positions.⁴⁹ Women are less likely than men to have the networks, contacts, and social and professional experience expected of forestry leaders. Women's mobility is sometimes restricted due to their responsibilities to balance their public activities with caring for their family as well as performing other domestic duties.

Based on the Presidential Instruction No. 9/2000 and other existing regulations, the MoF is responsible for developing gender responsive forestry development. To do so, the MoF established a Gender Working Group in 2000 responsible for mainstreaming gender and coordinating inter and intra department cooperation to support the effort. One of the activities conducted by the Working Group was capacity building for internal staff and other stakeholders, particularly forest-dependent communities. Between 2000 and 2005, the Working Group conducted a series of workshops in several provinces to disseminate information about gender mainstreaming in forestry and improve gender

⁴⁶Forestry Law 41/1999 (Undang Undang Kehutanan, 41/1999)

⁴⁷Setyowati .2003. Ibid n35

⁴⁸Gurung et al. 2011. Ibid n2.

⁴⁹Ibid.

analysis capacities.⁵⁰ The responses from both female and male officers participating in these workshops were positive. In addition, in 2004, MoF published comprehensive guidelines to implement gender mainstreaming. Unfortunately, policies within the MoF changed with the change in the government administration. From 2005 to 2010, the Working Group could not function effectively due to the absence of budget allocations.

With the assistance of the SMWC, the MoF has recently revitalized the Gender Working Group.⁵¹ Previously, it was attached to the Human Resources Bureau. The current Working Group is attached to the Planning Bureau (Baplan) to enable it to effectively promote gender-responsive planning, budgeting and implementation. In 2011, the MoF stipulated a Ministry Decree on the Formulation and Guideline of Gender Responsive Budgeting (Permenhut P.65/Menhut-II/2011). In collaboration with the SMWC, the MoF has organized a series of workshops on gender mainstreaming involving staff (echelon 3 and the head of division) from several directorate generals to develop gender-responsive action plans. For this effort, the MoF has received an award *Anugerah Parahita Ekapraya* (APE) from the President in 2011.⁵² Despite the concerted effort to mainstream gender, however, interviews with some officers in the MoF reveal that their limited knowledge of the gender-mainstreaming guidelines and even the fact that all departments are required to mainstream gender was limited. Some perceive that gender issues are “women’s issues”, and are thus isolated from other issues in the MoF.⁵³ The concept of gender-responsive program planning and implementation is also not well understood.

However, Indonesia has a history of several initiatives of gender mainstreaming and women’s empowerment in forestry projects. In the early 1990s, the MoF implemented pilot projects for women’s empowerment, but despite positive outcomes, it decided to stop these projects, as the GoI adopted a gender-mainstreaming approach. Indeed, gender mainstreaming was narrowly interpreted as providing ‘equal’ opportunities for women and men. Therefore, women-focused activities no longer received budgetary support. An important lesson to be learned for the adoption of gender perspective in REDD+

⁵⁰ MoF. 2005. *Laporan Tahunan Kegiatan Pengarusutamaan Gender*. Retrieved on December 8, 2010 from <http://www.dephut.go.id/files/LAPORAN%20TAHUNAN%20KEGIATAN%20PENGARUSUTAMAAN%20GENDER%20TAHUN%202005.pdf>

⁵¹ Interview with one of SMWC representative, September 2012.

⁵² Anugerah Parahita Ekapraya is an award given the president of Indonesia (with support of the SMWC) for ministries and local governments in the provincial and local levels, which are successfully promoting and implementing gender responsive policies and programs. The Ministry of Forestry receives the award in the end of 2011.

⁵³ Interviews with some Forestry Department officers, September 2012

projects and programs in Indonesia is that women-focused activities are still required to ensure women's effective and meaningful participation in REDD+, including in decision making and planning.

3. REDD+ in Indonesia

Indonesia is considered an important country in the development of REDD+ policies, programs and projects. It is the world's third largest CO₂ emitter.⁵⁴ In this regard, the GoI has voluntarily committed to reduce GHG emissions 26 percent by 2020 with the country's own funding, 14 percent of which will be borne from reducing deforestation and forest degradation as well as improving forest management.⁵⁵ With additional international support, the GoI has committed to reducing GHG emissions by 41 percent.

The MoF and Indonesian Forest Climate Alliance (IFCA) have conducted a comprehensive study in 2007 to support the development of the Readiness Preparation Plan (R-PP). The study analyzed available data on carbon stocks and land use, examined the driving forces of deforestation and forest degradation, prioritized actions to address them, explored mechanisms for engaging with carbon markets and managing REDD+ payments, and explored opportunities for actions within the existing legal and policy frameworks. Indonesia obtained USD 5.6 million from the UN-REDD Programme, USD 3.6 million from FCPF and USD one billion from the partnership with Norway. In addition, many REDD+ pilot projects are currently being implemented.

To support REDD+ policy and program development, the GoI has established a National REDD+ Task Force.⁵⁶ The REDD+ Task Force is chaired by the Head of Presidential Delivery Unit for Development Monitoring and Oversight (*UKP4/Unit Kerja Presiden Bidang Pengawasan dan Pengendalian Pembangunan*). Its members consist of high-ranking officials from relevant departments and the Head of the National Council on Climate Change (*Dewan Nasional Perubahan Iklim/DPNI*). The Task Force's duties include assessing REDD+ institutional arrangements and overseeing national readiness activities. Under the GoI and Norway partnership, the GoI prepares the establishment of Indonesian REDD+

⁵⁴ Factsheet Norway Indonesia Partnership REDD retrieved in September 16, 2012 from <http://www.norway.or.id/PageFiles/404362/FactSheetIndonesiaGHGEmissionMay252010.pdf>

⁵⁵ Satgas REDD+. 2012. Ibid n5.

⁵⁶ REDD+ Task Force was established through the issuance of Presidential Decree No. 19/2010 and it has been extended through Presidential Decree No. 25/2011

Agency, develops a comprehensive national REDD+ strategy (*Strategi Nasional/STRANAS*), implements an interim funding instrument, develops a measurement, reporting and verification (MRV) framework, and selects pilot provinces. To carry out the duties, the Task Force is comprised of ten working groups chaired by some task force members. These working group include: (1) National REDD+ Strategy; (2) Institutional REDD+; (3) Funding Instrument; (4) MRV; (5) Pilot Province; (6) Moratorium Monitoring; (7) Communications and Stakeholder Engagement; (8) Legal Review and Law Enforcement; (9) Mainstreaming REDD+ into the National Plan; and (10) Knowledge Management and Support. Only one of working groups is lead by a woman, and there is no working group on gender. To prepare and implement the REDD+ program and projects, the Gol has stipulated several regulations.⁵⁷

3.1 National Strategy of REDD+ (STRANAS)

With support from the UN-REDD Indonesia Programme, Indonesia's National Planning Agency (*Badan Perencanaan Nasional/Bappenas*) and the MoF developed an initial draft National REDD+ Strategy in 2010. The strategy provides guidelines for developing and implementing REDD+ for relevant ministries, government agencies and other stakeholders. It consists of an identification of drivers of deforestation and forest degradation and formulation of national strategies to address these issues in order to reduce carbon emissions, improve carbon stock through forest conservation, sustainable forest management, ecosystem restoration and other activities to improve the productivity of natural and plantation forests.

The drafting process of 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 (9 percent) and private sector (3 percent).⁵⁸ The draft was also posted on a website to get inputs from wider audiences. Unfortunately, women had only limited opportunities for meaningful participation in the development of STRANAS. Only 12 percent of public consultation participants were women.⁵⁹ This was noticed and questioned by participants. Nevertheless, some government representatives argued

⁵⁷ Ministry of Forestry Regulation (P.68/ Menhut-II/2008) on the implementation of REDD Demonstration Activities(DA);Ministry of Forestry Regulation (P.30/ Menhut-II/2009 on Reducing Emission from Deforestation and Forest Degradation);Ministry of Forestry Regulation (P.36/Menhut-II/2009) on Procedures for Licensing of Commercial Utilization of Carbon Sequestration and/or Storage in Production and Protected Forests;Minister of Forestry Decree 64 of 2010 (SK no 54/Menhut-II/2010) on Working Group of Climate Change within Ministry of Forestry;Government Regulation No 61/2011 on GHG National Action Plan (RAN GRK);Government Regulation No 71/2011 on the implementation of the Action Plan for reducing Greenhouse Gasses Emissions

⁵⁸ Ismail, R and Astuti, R. 2011. *Jalan Panjang Penataan Kembali Kebijakan Kehutanan di Indonesia: Catatan Proses Penyusunan Strategi Nasional REDD+ di Indonesia*. BAPPENAS, Dephut, UN-REDD Indonesia.

⁵⁹ Ibid.

that the efforts to include women in the public consultation were irrelevant and would divert the attention from the main issues related to REDD+.⁶⁰ During a STRANAS consultation held by members of the REDD+ Task Force with representatives of the State Ministry of Women's Empowerment and Child Protection, there was an impression that SMWC representatives had not received thorough information about REDD+, and had yet to consider REDD+ as an important issue that SMWC should be engaged in.⁶¹ In addition, the general lack of technical understanding about REDD+ has also prevented their participation in discussions and decision-making processes.

The REDD+ Task Force completed the final draft of STRANAS in June 2012. The objectives of the final document include:⁶² "1) Preparing an effective institutional system to implement the REDD+ program; 2) Providing a basis and direction for integrated governance and regulatory systems to ensure the implementation of the REDD+ scheme; 3) Developing systematic and consolidated processes and approaches to save Indonesia's natural forests and the flora and fauna within them; and 4) Providing a reference for the expansion of investment in the utilization of forests and peat lands for the production of forest and/or agricultural commodities, and the provision of ecosystem services that include the conservation and accumulation of carbon stocks." The STRANAS also mentions that REDD+ institutions can be created at the sub-national level (province/district) to develop and implement regional REDD+ strategies and action plans.

The final draft of STRANAS also includes several references to gender/women:⁶³

- One of the principles of REDD+ implementation is fairness: "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 is "gender sensitivity: through attention to equality in roles, needs, and responsibilities of men and women" (p.25);
- To strengthen forest and resources governance, one of the avenues to encourage transparency and public access to accurate information is by conducting capacity building for communities, in particular women and other vulnerable groups to enable them to understand the available information and enhance their capacity to participate in decision making (p.25-31);

⁶⁰ Moss, N. and Nussbaum, R. 2011. *A Review of Three REDD+ Safeguard Initiatives*. UN-REDD Programme.

⁶¹ Interview with one of National REDD+ Task Force members, September 9, 2012.

⁶² Satgas REDD+. 2012. Ibid n5.

⁶³ Ibid.

- Gender consideration is included in the minimal safeguards to be complied with by REDD+ implementing agencies: “Minimal safeguard: Assurance of gender equality and the right of vulnerable groups to participate equally in REDD+ implementation” (p 32); and
- Benefit sharing for men and women is also acknowledged: “Evaluation of 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).

3.2 REDD+ Safeguards

Due to potential adverse impacts of REDD+, many parties have developed safeguards to ensure that the design and implementation of REDD+ policies, programs and projects do not bring negative implications to indigenous peoples and forest-dependent communities, and the environment. In the context of REDD+, a formal discussion about the need for safeguards was started in the UNFCCC COP 10 in 2005 and specifically included in the text of the UNFCCC COP 16, known as the “Cancun Agreement”, paragraph 72 and Annex 1 (see Box 1).⁶⁴ One of the important references in the Agreement relates to gender in REDD+ policy design and program implementation, stating that the consideration of gender is crucial to ensure equality and effective participation.⁶⁵ However, Annex 1 on safeguard principles makes no reference to gender or women.

Some scholars (i.e. Moss and Nusbaum, 2011) argue that a national framework is needed to integrate safeguards into relevant national systems to enable these countries to contextualize the safeguards.⁶⁶ Therefore, each country can maintain its sovereignty while ensuring the translation of safeguards based on internationally agreed common principles. In Indonesia, there are several existing safeguards related to forest/environment issues⁶⁷. Some agencies have initiated the development of safeguards following the World Bank’s initiative to develop Strategic Environmental and Social Assessment (SESA) and Environmental and Social Management Framework (ESMF).

⁶⁴ Ibid.

⁶⁵ UN-REDD. 2012. Ibid n7.

⁶⁶ Moss and Nusbaum (2011), ibid n60.

⁶⁷ Environmental Impact Assessment (*Analisa Mengenai Dampak Lingkungan/AMDAL*), System for Timber Legality Verification (*Sistem Verifikasi Legalitas Kayu/SVLK*) and Strategic Review on the Environment (*Kajian Lingkungan Hidup Strategis/KLHS*).

Box 1. Safeguard Principles in the Cancun Agreement

Paragraph 72. Also requests developing country Parties, when developing and implementing their national strategies or action plans, to address, inter alia, the drivers of deforestation and forest degradation, land tenure issues, forest governance issues, **gender considerations** and the safeguards identified in paragraph 2 of appendix I to this decision, ensuring the full and effective participation of relevant stakeholders, inter alia indigenous peoples and local communities;

Annex 1

2. When undertaking activities referred to in paragraph 70 of this decision, the following safeguards should be promoted and supported:

- a) Actions complement or are consistent with the objectives of national forest programme and relevant international conventions and agreements;
- b) Transparent and effective national forest governance structures, taking into account national legislation and sovereignty;
- c) Respect for the knowledge and rights of indigenous peoples and members of local communities, by taking into account relevant international obligations, national circumstances and laws, and noting that the United Nations General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples;
- d) The full and elective participation of relevant stakeholders, in particular, indigenous peoples and local communities;
- e) Actions are consistent with the conservation of natural forests and biological diversity, ensuring that actions...are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation on natural forests and their ecosystem services, and to enhance other social and environmental benefits;
- f) Actions to address the risks of reversals;
- g) Actions to reduce displacement of emissions.

The MOF is currently developing SIS REDD+ (System for Information Provision on REDD+ Safeguards).⁶⁸ As per the UNFCCC COP 16, Annex 1 Paragraph 71D, developing countries are required to build a system to provide information on the implementation of REDD+ safeguards to ensure that the safeguards are addressed in REDD+ implementation. The formulation of safeguards should consider national regulations and policies. The MoF has developed a plan for institutional structure and mechanism for this purpose.⁶⁹

⁶⁸ Sukadri, D. 2012. *Progress toward the Establishment of SIS-REDD+ in Indonesia*. Retrieved in September 20, 2012 from, www.iisd.org/pdf/2012/redd_safeguard_doddy.pdf

⁶⁹ Anonim. 2012b. *Progres Pembangunan Sistem Penyediaan Informasi tentang Pelaksanaan Safeguards REDD+ (System for Information Provision on REDD+ Safeguards/SIS – REDD+) di Indonesia*. Retrieved on September 20, 2012 from [http://www.dephut.go.id/files/Progres%20Pembangunan%20SIS-REDD+ %20sampai%20April%202012.pdf](http://www.dephut.go.id/files/Progres%20Pembangunan%20SIS-REDD+%20sampai%20April%202012.pdf).

Box 2. Paragraph 71 in Cancun Agreement

Paragraph 71. Request developing country Parties aiming to undertake the activities referred to in paragraph 70 above, in the context of the provision of adequate and predictable support, including financial resources and technical and technological support to developing country Parties, in accordance with national circumstances and respective capabilities, to develop the following elements:(d) A system for providing information on how the safeguards referred to in appendix I to this decision are being addressed and respected throughout the implementation of the activities referred to in paragraph 70 above, while respecting sovereignty.

Another REDD+ safeguard developed by the GoI is known as PRISAI (*Prinsip, Kriteria, Indikator Safeguard Indonesia*) or principles, criteria and indicators of safeguards in Indonesia.⁷⁰ The safeguards are developed by the National REDD+ Task Force and include social, environmental and fiduciary safeguards. For the purpose of this report, the authors will only focus on PRISAI. The initial plan was to make PRISAI as the content, and the SIS-REDD+ as the framework for implementing safeguards. Thus, both initiatives are complementary and planned to be integrated for ensuring effective implementation of REDD+ safeguards. Nevertheless, to date, no significant progress has been made to integrate these initiatives due to a lack of coordination between the MoF and REDD+ Task Force, and low political commitment to synergize the efforts.⁷¹

3.3 PRISAI

In developing PRISAI, the REDD+ Task Force held a series of public consultations at the national and provincial levels (Central Kalimantan Province). FGDs were also held to get feedback from the government, NGOs and private sectors. However, no consultations were conducted at the community level. Participant selection was based on relevant expertise related to REDD+ safeguards. In addition, a draft was disseminated online to get feedback from a wider audience. During the consultations, women's groups were invited and represented by two NGOs (*Solidaritas Perempuan* and Indigenous Women of AMAN), representatives from the National Commission for Women (Komisi Nasional/KOMNAS *perempuan*) and the Ministry of Women's Empowerment and Child Protection. The safeguard team also consulted several experts, but no gender experts. During the consultations, gender issues were raised by several stakeholders, such as NGOs, Project Developers, Donors and Indigenous

⁷⁰ The safeguards include: 1) Principles are the 'desired outcome' of safeguards which include the objective and scope; 2) Criteria are the content of the safeguard, which elaborate the conditions to be met to achieve the principles; 3) Indicators are qualitative and quantitative parameters to be achieved that can be measured.

⁷¹ Personal communication with a Forestry Department officer and a National REDD+ task force member.

People. They also provided insightful inputs to integrate gender in the safeguard. AMAN provided written detailed feedback on gender issues, most of which was integrated into the safeguards.⁷²

Based on the safeguards in the Cancun Agreement, PRISAI adopted several principles (see Box 3).⁷³ The safeguards draft further elaborates on gender integration in the indicators and criteria as described in Principle 5 and Criteria 5.4 (see Table 2).

- Box 3. 10 Principles of PRISAI**
1. Ensuring the rights to land and territory;
 2. Complements or is consistent with the target of emission reduction, and related conventions and international agreements;
 3. Improvement of forest governance;
 4. Respectful of and empowering the knowledge and rights of the indigenous and local peoples;
 5. Full and effective stakeholder participation with consideration of **gender equality**;
 6. Strengthening the conservation of natural forests, biodiversity, and ecosystem services;
 7. Action to manage the risk of reversals;
 8. Action to reduce the displacement of emission;
 9. Fair distribution of REDD+ benefits to all relevant holders of rights and stakeholders; and
 10. Guarantees transparent, accountable, and institutionalized information.

Table 2. Gender in PRISAI

Principle	Criteria	Indicator
Principle 5: Full and effective stakeholder participation with consideration of gender equality.	5.4.Ensuring the acknowledgement and fulfilment of women’s rights in the implementation of REDD+	5.4.1. Availability of a sensitive, inclusive, and gender-responsive mechanism that guarantees the full involvement of women, including in decision making and various REDD+ implementation phases, including preparation, implementation, and benefit sharing (Government and Implementing Agency)
		5.4.2. Availability of a mechanism to ensure women’s involvement, which is class-sensitive and takes into consideration the feedback provided by women, in various consultations related to the implementation of REDD+ (Implementing Agency)
		5.4.3 Availability of a mechanism that ensures the balance of gender composition in various REDD+ activities (Implementing Agency)
		5.4.4 Process of special consultations, facilitated for women, in various Activity phases (Implementing Agency)
		5.4.5 Availability of a mechanism to ensure the full involvement of women in monitoring, in order to calculate the risks and benefits caused by REDD+ Activities (Implementing Agency)
		5.4.6 Availability of a mechanism that ensures capacity building for women in order to fully participate in the implementation of REDD+ (Implementing Agency)

⁷² Safeguards Working Group Funding Instrument UKP4/SATGAS REDD+. 2012. *Laporan Proses Masukan Publik Atas PRISAI*. Unpublished document.

⁷³ Translated document of PRISAI draft June 2012.

Gender Analysis of PRISAI

To some extent, PRISAI has integrated gender by specifically detailing principle, criteria and indicators for ensuring gender justice and participation (principle 5). In principle 1, particularly in the conflict resolution mechanism (Criteria 1.4), the Indicator 1.4.3 also detailed women's inclusion:

Availability of a transparent, reliable, accessible and effective, sensitive and responsive mechanism to answer the special needs of women, indigenous peoples and marginalized communities in resolving conflicts related to rights over land, territory and natural resources (Implementing Agency and Government).

In Principle 4, Indicator 4.2.1 describes:

Identification of indigenous communities and marginalized groups (women, minority) and other communities potentially affected by the implementation of REDD+ activities (Implementing Agency).

PRISAI acknowledges the importance of secured tenure for local communities and indigenous peoples in Principle 1, but gender is not integrated in the criteria and indicators of this principle. While AMAN has submitted its concern about this to the Task Force, the latest version of the PRISAI has not included a reference to women's secure tenure in the Principle 1. Moreover, the indicators are still very broad and difficult to measure. According to one safeguard team member, the team had difficulties to find references for developing a more detailed and applicable indicators for gender mainstreaming in the REDD+ safeguards.⁷⁴ Therefore, it has been suggested that this gap be addressed by providing insights to the Task Force on how to mainstream gender in the REDD+ social safeguards.

4. The UN-REDD Indonesia Programme

The UN-REDD Indonesia Programme has been implemented by the MoF in partnership with FAO, UNDP and UNEP since early 2010. Its objective is "to support the GoI in attaining REDD-readiness".⁷⁵ Its three main outcomes are: 1) strengthened multi-stakeholder participation and consensus at national level; 2) successful demonstration of establishing REL (Reference Emission Level), MRV (Measurement, Reporting and Verification), and fair payment systems based on the national REDD architecture; and 3) capacities established to implement REDD at decentralized levels. To implement the Programme, a Programme

⁷⁴ Interview, September 24, 2012

⁷⁵ For more detailed information, see www.un-redd.or.id

Management Unit (PMU) was established in 2010. Central Sulawesi Province was selected as a pilot province to garner practical experiences and lessons in preparing and implementing demonstration activity.

In designing the Programme, a series of consultations were held in May 2009 involving various stakeholders including indigenous peoples' organizations, NGOs, CSOs, international organizations and donor agencies.⁷⁶ However, no women representatives or gender experts were consulted. Furthermore, the signed Programme document does not contain a single reference or specific activity targeted to women or gender.

Nevertheless, the UN-REDD Programme has demonstrated increasing commitment to ensure gender integration in its activities. A strong commitment to gender equality is stated in the draft of its REDD+ safeguard, known as "Social and Environmental Principles Framework".⁷⁷ In the draft, there are two requirements that should be met by the UN-REDD Programme-funded activities to contribute to a principle of "respect and protect stakeholder rights, including human rights, statutory and customary rights, and collective rights": 1) the promotion and enhancement of "gender equality, gender equity and women's empowerment"; and 2) the protection and enhancement of, while minimizing adverse impacts on, economic, social and political well-being of relevant stakeholders, with special attention to the most vulnerable and marginalized groups, particularly women and youth.⁷⁸

Several 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 work plan.⁷⁹ While the workshop did enhance their understanding of gender issues, it was insufficient to ensure gender integration in the Programme. During the interview with PMU representatives, it was admitted that mainstreaming gender into the Programme implementation was not an easy task. A gender specialist with more practical experience in mainstreaming gender could have assisted such an endeavor.

⁷⁶ GoI, UNEP, FAO, UNDP. 2009. *Indonesia UN-REDD National Joint Programme*. Retrieved in September 9, 2012 from www.unredd.net

⁷⁷ Moss and Nusbaum (2011). Ibid n60.

⁷⁸ UN-REDD. 2012. Ibid n9

⁷⁹ Interview with UN-REDD PMU representative, September, 2012.

During the third year of Programme implementation, efforts were made to integrate gender into implementation, particularly in Central Sulawesi.⁸⁰ It recommended several points to be integrated into the National REDD+ Strategy such as engaging women and men in all activities relevant to REDD+ and provide equal access to knowledge and information on REDD+.⁸¹ Another gender-related activity was conducted through a workshop on “Gender Safeguards in REDD+ Initiative”, held in Jakarta in February 2012 to provide inputs to improve principles, criteria and indicators of PRISAI by integrating a gender perspective.⁸² The results have been submitted and discussed with the members of the REDD+ Task Force. In addition, a workshop on Gender Safeguards was also held in Central Sulawesi to gain inputs from local communities. The Programme also implemented the FPIC (Free, Prior, Informed and Consent) activities in several pilot sites in Central Sulawesi that consider gender aspects.

4.1 UN-REDD Pilot Province Central Sulawesi

In Central Sulawesi Province forests cover 64.60 percent of the total area.⁸³ However, between 2003 and 2006, average deforestation rate was 118,744 hectares per year.⁸⁴ The main causes of deforestation include legal and illegal logging, oil palm and pulpwood plantations, and mining. The Provincial Forestry Agency reports that there are 724 out of 1.686 villages or around 56 percent of villages are located close to the forest areas.⁸⁵ The communities living nearby the forest areas are mostly indigenous groups or people from other islands who have migrated to the area through a government-sponsored transmigration program.⁸⁶ The diversity of communities living in and around forest areas has complicated forest tenure arrangements. Overlapping claims for forestland and resources are common involving those who have migrated to the area, indigenous groups, companies (e.g. mining, plantation

⁸⁰ The reference to gender and women were being integrated in UN-REDD Indonesia annual reports starting in June 2011 and June 2012. No references are included in the report prior to June 2011. For detailed annual reports can be retrieved in <http://mptf.undp.org/factsheet/project/00073509>.

⁸¹ For more information on the recommendations can be seen in Indonesia UN-REDD Programme. 2012a. *National Programme Semi-Annual Report*. June 2012.

⁸² Interview with provincial REDD+ working group members, September 2012. More detailed information can be found in UN-REDD report retrieved in October 1, 2012 from <http://mptf.undp.org/factsheet/project/00073509>

⁸³ Pemerintah Provinsi Sulawesi Tengah. 2012. *Strategi Daerah Sulawesi Tengah*. Draft 1 (September 2012)

⁸⁴ *Deforestation Calculation Book 2008*, Mapping Inventory Center, Forestry Planning Agency, Ministry of Forestry, 2008.

⁸⁵ Indonesia UN-REDD Programme. 2012b. *Panduan Pelaksanaan Free Prior Informed Consent (FPIC) - Program UN-REDD+ Di Sulawesi Tengah*. UN-REDD Programme: Jakarta.

⁸⁶ Transmigration is a state sponsored program to relocate people from densely populated islands in Indonesia (mostly Java, Bali and Madura Island) to less populous islands such as Sulawesi, Kalimantan, Papua and Sumatra. In the early 1980s, many people from Java and Bali participated in the transmigration program and were relocated by the government to the rural areas in Central Sulawesi Province. Whilst indigenous groups live in and within forest areas in the province include: Katu, Toro, Marena, Pekurehua, Pakawa and Wana people.

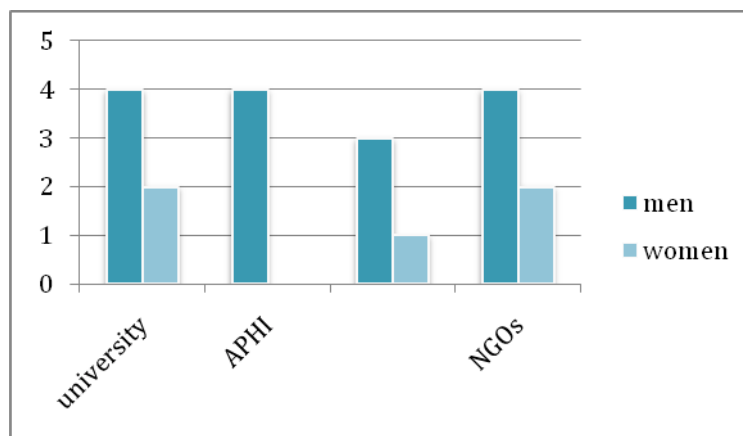
and logging companies) and government agencies.⁸⁷

4.2 Provincial REDD+ Working Group

The Provincial REDD+ working group was established in 2011 based on the Central Sulawesi Governor's decree no. 522/84/Dishutda/G.ST/2011. The working group is responsible for: 1) developing criteria, indicators and requirements for the implementation of REDD+ in the Province as well as facilitating the development of MRV; 2) developing the provincial strategy to guide the implementation of REDD+; 3) developing criteria, indicators and requirements to select sites for demonstration activities; and 4) disseminating knowledge and information about REDD+ and guiding the implementation of Free, Prior and Informed Consent (FPIC).⁸⁸

The 76 members of the Working Group comprise representatives from relevant government agencies in the Province, civil society, forest entrepreneurs association (*asosiasi pengusaha hutan*), and indigenous peoples. The majority of the members are government officers (56 persons).⁸⁹ As government officers are appointed based on their position in relevant agencies, no information is available on how many of these are men and women. To perform their duties, the Working Group is divided into four sub-working groups, namely: 1) Provincial REDD+ Strategy (STRADA); 2) MRV; 3) Demonstration Activity; and 4) FPIC.

Figure 1. Composition of Non-Government Members of REDD+ Working Group, Central Sulawesi



⁸⁷ Based on interviews with NGO activists and FGD in Lembah Mukti Village, September, 2012. Some studies have also cited the forest-based conflicts in the Central Sulawesi Province, such as Li, T.M. 2007. *The Will to Improve: Governmentality, Development and the Practices of Politics*. Durham: Duke University Press.

⁸⁸ Excerpted from Governor Decree No.522/84/2011 on the Provincial REDD+ Working Group.

⁸⁹ Ibid.

Five women and 15 men comprise the non-government members in the Working Group (Figure 1). However, only two women (one indigenous peoples' representative and one NGO representative) have knowledge of gender issues and have undertaken the difficult task of advocating for the integration of gender in the STRADA and FPIC implementation in Central Sulawesi.⁹⁰ Some members of the Working Group consider gender an FPIC-related issue. A women's group representative reported that initially it was hard for her to negotiate effectively to advocate for gender mainstreaming in the REDD+ initiative.⁹¹ Although she understands gender issues and has been working on gender and violence against women for years, her knowledge of REDD+ was initially weak. To deal with such a situation, she independently studied about REDD+ through various means. It would be much more to equip the members of the Working Group with knowledge of REDD+ early. The majority of the members still consider gender issues marginal.

The aforementioned woman also experienced difficulties to gain support and inputs from women's groups, particularly women NGOs. This is due to the fact that she was directly appointed by the government in the Working Group without consultation with civil society groups.⁹² In addition, there are diverse views among the women's groups on REDD+. Some support and others oppose the initiative. Women's opposition to REDD+ is due to a number of reasons. Some women disagree due to their opposition toward a neoliberal approach toward forest governance; others disagree because they misunderstand REDD+, as they assume that REDD+ funds are borne out of a loan.⁹³

As described in the box 4, engaging woman champions in the Working Group proves to be an effective means to enhance awareness on gender issues and encourage other women to actively participate in the REDD+ initiatives. Rukmini, a member of the REDD+ Working Group, has been an inspiration for other women to actively engage in the Programme.

⁹⁰ Focus Group Discussion (FGD) with NGOs activists and civil society representatives in the Provincial REDD+ Task Force

⁹¹ Interview with women representative of Provincial REDD+ Working Group, September 2012

⁹² FGD Gender and Interview with the representative of Women's group in REDD+ Working group, September 2012.

⁹³ FGD with NGOs , September 2012.

Box 4. Example of Women's Leadership in REDD+

Rukmini, 42 years old, is an indigenous peoples representative in the Central Sulawesi REDD+ Working Group. She has been persistently advocating for indigenous women's rights and promoting their increased participation in decision-making processes. Rukmini has been actively engaged in an indigenous peoples' alliance (*Aliansi Masyarakat Adat Nusantara/AMAN*) to create a new institution "Women AMAN" (*Perempuan AMAN*), to enhance indigenous women's capacities to participate in decision-making processes, particularly in customary institutions. As a member of the FPIC sub-working group, Rukmini actively promotes gender integration in the development of the implementation of FPIC and to ensure that female and male village facilitators can facilitate FPIC implementation in pilot villages. Rukmini has convinced government representatives in the REDD+ working group to support the effort to integrate gender in REDD+.

With Indonesia's UN-REDD Programme support, the FPIC sub-working group organized a series of workshops to disseminate information about REDD+ and REDD+ Safeguards in several villages in Donggala District. They also gathered inputs from the communities on how to integrate gender in the safeguards. Rukmini's leadership has inspired many indigenous and local women's groups in the Central Sulawesi. As one of the female village facilitators puts it,

"Mrs Rukmini is so inspiring. I could not believe that she used to be a housewife helping her husband to farm. I could really relate to her with my situation right now. She makes me realize that a farmer woman like me can do so many things and participate [in the decision-making processes]. I frequently have discussions with her to learn how to increase my capacity to be active and able to speak in the public meeting"

4.3 Provincial REDD+ Strategy (*Strategy Daerah*)

The UN-REDD Indonesia Programme also supports the Working Group to prepare a provincial strategy/*strategi daerah* (STRADA) for implementing REDD+. To ensure that it becomes an integrated part of broader development plan in the Province, the STRADA becomes part of provincial planning documents that include: National Forestry Planning (2011-2013), Medium Term Development Planning (2012 – 2016); Strategic Plan of Central Sulawesi Province (2011-2016) and Land-Use Plan of Central Sulawesi Province.⁹⁴ Like the STRANAS, the STRADA consists of a regional plan to reduce GHG emissions. With support from the UN-REDD Programme, the Working Group has completed the STRADA draft. The STRADA has been legalized through the stipulation of Provincial Government No. 36/2012 on REDD+ Strategy of Central Sulawesi Province.

The STRADA has made reference to gender issues and women's inclusion in the following ways:

⁹⁴ Pemerintah Provinsi Sulawesi Tengah. 2012. Ibid n.83

- 1) The document acknowledges that women can be impacted differently from men by REDD+. Thus, safeguards are needed to ensure that REDD+ will not disadvantage women and other vulnerable groups;
- 2) In the indicators of REDD+ implementation in Central Sulawesi: “Increasing participation and representation of communities in the REDD+ initiative, particularly from local/indigenous communities and women” (p.2);
- 3) In the section of multi stakeholder engagement: “to encourage multi stakeholders’ representation and engagement, including women and minority/vulnerable groups, in the participatory decision-making processes (p.8);
- 4) In the section on safeguard indicators and FPIC processes: “indicators that ensure gender equality and participation of vulnerable groups in the implementation of REDD+” (p.14);
- 5) In the principles to implement FPIC: “participation in REDD+ should engage all community members who are potentially impacted by REDD+ activities, including women, youth and elderly” (p.18); and
- 6) In the benefit-sharing mechanism, the document emphasizes the needs to pay particular attention to vulnerable groups including indigenous people, poor communities and women to ensure equal distribution of benefits.

In comparison with the STRANAS, the STRADA has also included references to gender and recognized the importance of women’s in REDD+. However, it does not include a section on gender sensitivity in designing and implementing capacity building activities. In developing the STRADA, it is important to refer to the STRANAS as well as the safeguards currently being developed by the REDD+ Task Force.

4.4 FPIC implementation

One of the Programme activities was piloting the implementation of FPIC. The FPIC sub-working group selected pilot villages and village facilitators who came from the selected villages to be engaged in the Training of Trainers (TOT). In selecting the facilitators, concerted efforts were made by Programme and the FPIC sub-working group to engage women by mandating at least one woman representative from each village. While the selection of the representative was not participatory (the village head chose the facilitators and chose leaders of the Family Welfare Movement to represent women), a mandate to involve women can be an entry point for improving participation of women in preparing for REDD+ implementation and to increase communities’ awareness on the importance of gender in REDD+.

Gender was one of the topics delivered during the TOT to emphasize its importance and that of women's engagement in the FPIC processes. Interviews with village facilitators who had attended the training, revealed a good understanding of the basic gender concepts.⁹⁵ However, additional capacity building activities are still needed to strengthen the understanding of practical ways to integrate gender in the implementation of FPIC processes.

5. Conclusion and Recommendations

Indonesia has stipulated laws and regulations to mainstream gender into national development programs. The Ministry of Women's Empowerment and Child Protection (SMWC) and the National Commission for Women support the initiative. Despite low numbers of women professionals (22 percent), the MoF has recently made efforts to integrate gender in forestry development by revitalizing its Gender Working Group, initiating gender-responsive budgeting and implementing gender awareness and gender-analysis training. Nevertheless, constraints to effective implementation remain for numerous reasons, including cultural and social attitudes and norms, and certain interpretations of religion that discriminate against women.

In general, women play an important role in forest management in Indonesia. However, women's participation in decision-making processes is still minimal, thereby affecting their ability to access benefits from forest-related initiatives (i.e. budget allocations, capacity-building activities, knowledge). Women's limited participation is due to their heavy burden of work; lower rates of literacy and education, particularly in rural areas; the perception that forest-related activities are "men's work" and other reasons.

The REDD+ National Strategy (STRANAS) has included several references to gender/women, which reflects the increasing awareness and commitment to integrate gender into REDD+ policies and implementation. The REDD+ Provincial Strategy (STRADA) of Central Sulawesi has included most of the points on gender included in the STRANAS. Nevertheless, the engagement of women in decision-making

⁹⁵ Interviews with men and women village facilitators in Lembah Mukti Village, Donggala District. September, 2012

processes remains low. Women's representation in the REDD+ management structures at national (REDD+ Task Force) and provincial levels is minimal.

In the REDD+ safeguards developed by the REDD+ Task Force PRISAI (Principles, Criteria, Indicators of REDD+ Safeguards Indonesia), gender perspectives have been well integrated. However, two important elements have not been included in the safeguards: women's secure control over forestlands and resources; and gender-sensitive FPIC implementation. Moreover, the indicators described in the safeguards are too broad and difficult to measure. To enhance PRISAI, two important elements should be included in the safeguards: 1) women's secure control over forestlands and resources; and 2) gender-responsive FPIC implementation. In addition, developing more practical guidance with measurable indicators for implementing REDD+ safeguards is pivotal for monitoring and to hold the REDD+ safeguard implementation process accountable to its various stakeholders and rights-holders.

The UN-REDD Indonesia Programme was designed without the engagement of representatives of women's groups and gender experts in the consultation processes. The Programme document (Prodoc) signed in 2009 does not incorporate gender perspectives or include women-targeted activities. This shortcoming was addressed only in 2012. In Central Sulawesi, some women have become members of the provincial REDD+ Working Group. Two female members of the Working Group who are avid advocates of gender equality, noted their difficulties to promote gender integration in REDD+ due to limited awareness by other members. Therefore, gender sensitization for Working Group members is necessary to deepen their understanding on the importance of gender mainstreaming, and nurture their commitment to support gender responsive REDD+ implementation.

The following are three best practices in Programme implementation:

1. involving gender and women champions in implementing REDD+. This will not only ensure the integration of gender into the Programme implementation, but also inspire and motivate other women to be more actively engaged;
2. inserting gender as a topic in the Training of Trainers (ToT) to prepare gender-responsive FPIC implementation; and
3. engaging women's organizations at the local level (i.e. the PKK and women farmers organizations) to raise awareness about gender issues and enhance women's participation in decision-making processes. However, these practices alone are insufficient.

Efforts to integrate gender into REDD+ policies, programs and projects should be comprehensive and institutionalized, and conducted with a long-term commitment by the implementing agencies. Based on the assessment above, there are number of specific recommendations to ensure gender integration in the REDD+ implementation.

Recommendations at the policy level

Gender Consideration	Remarks
Ensure effective and meaningful participation of women in the development and implementation of REDD+ policies	<ul style="list-style-type: none"> • Encourage women’s meaningful participation by mandating at least 30 percent quota (and aim for 50 percent) of their participation in the development and implementation of REDD+ policies in Indonesia; and • Develop a mechanism that promotes full and effective participation of women, recognizing and addressing issues that constrain this.
Ensure gender balance in REDD+ governance structure	<ul style="list-style-type: none"> • Ensure gender balance in the REDD+ management structures by mandating at least 30 percent quota for women in the Indonesia’s REDD+ Task Force, Provincial REDD+ Working Groups and other relevant management structures; and • Support women to assume leadership roles in the governance structures of REDD+.
Mainstream gender in policy reforms related to REDD+	<ul style="list-style-type: none"> • Identify and conduct gender assessments on relevant policies to revise the policies to integrate gender; • Include specific goals that refer to the promotion of gender equality and provide a clear rationale for including the goals in these policies; and • Support active collaboration between technical ministries (such as MoF, BAPPENAS, MoE) with SMWC and other institutions working to promote gender equality.
Enhance REDD+ Safeguards (PRISAI)	<ul style="list-style-type: none"> • Include additional text in PRISAI that acknowledge women’s rights to forest products, carbon and forestlands; • Include additional text in PRISAI to ensure gender sensitive FPIC implementation; • Develop a practical guideline with measurable indicators for ensuring effective implementation of PRISAI; and • Ensure effective coordination between the REDD+ Task Force, MoF, SMCW and other relevant government agencies to ensure the integration of gender in PRISAI and SIS-REDD+.
Develop a roadmap for gender mainstreaming in REDD+	Develop a national roadmap involving relevant ministries and stakeholders for mainstreaming gender in REDD+ policies and ensure the implementation of gender elements in REDD+ safeguards.
Provide secured tenure for men and women	Reform policies relevant to REDD+ and forestry to acknowledge of men’s and women’s rights to forest products, carbon and forestlands to ensure their ability to obtain a fair share of the revenue and their access to forests for fuel wood and livelihoods will not be restricted by REDD+

	activities.
Develop gender responsive monitoring	<ul style="list-style-type: none"> • Collect gender disaggregated data for monitoring and analyze to track gender impacts; • Mainstream gender in the monitoring system and develop gender indicators.
Include a gender advisor in the national management structure	Appoint a gender advisor to develop and support strategies to mainstream gender into REDD+ policies and implementation.

B. Recommendations at the project level

Project Design	
Collect sex disaggregated data and conduct gender analyses	<p>Provide information to be considered in project design on:</p> <ul style="list-style-type: none"> • Gender differentiated access to and control over forest resources; • Women’s practical and strategic needs relevant to REDD+; and • Activities conducted by women that could contribute to the data collection for MRV.
Map women’s networks and organizations that can be engaged in projects	Map existing formal and informal women’s organizations at the local level, such as Women Farmers Association (KWT), Family Welfare Movement, women’s microcredit savings (<i>Simpan Pinjam Perempuan/SPP</i>), <i>arisan</i> , among others.
Integrate gender into project design	<ul style="list-style-type: none"> • Develop a strategic plan to achieve change for women’s empowerment and gender equality with measurable indicators; • Engage gender experts and women’s groups representatives in the consultation processes to provide inputs on project design in order to avoid potential harmful practices in project implementation; and • Consult with external groups that can assist with strategic planning to change attitudes and increase acceptance of such approaches.
Implement gender-sensitive FPIC processes	<ul style="list-style-type: none"> • Ensure both men and women obtain full information about REDD+; and • Organize consultation meetings in ways suitable for women’s schedules, using appropriate terminology and allow sufficient time for discussion. Women should have the right to withhold consent for REDD+ projects to be implemented within their communities.
Project implementation	
Ensure effective and meaningful participation of women in the project activities	<ul style="list-style-type: none"> • Encourage women’s meaningful participation by mandating a quota of at least 30 percent, while aiming for 50 percent of women in project activities, including planning and decision making; • Allocate budgets and activities for capacity building for women, to include leadership and other important skills (such as literacy/numeracy, public speaking, negotiation) and technical aspects of REDD+;

	<ul style="list-style-type: none"> Engage women champions in activities to help increase gender awareness, motivate and mentor other women to participate in REDD+ activities; and Identify good practices in engaging women in decision-making processes that can be supported by activities.
Implement gender mainstreaming activities	<ul style="list-style-type: none"> Include a gender advisor to assist with overall gender mainstreaming efforts in project implementation Conduct gender sensitization trainings/workshops for the project management staff to enhance their understanding and sensitivity on gender issues; and Conduct gender sensitization training for both men and women in the targeted communities.
Strengthen women's organizations, networks and self help groups	Support women's groups to be engaged in activities and decision-making processes with small grants and other forms of support.
Ensure equitable benefit sharing mechanisms	<ul style="list-style-type: none"> Develop benefit distribution mechanisms that recognize and reward women's contributions to REDD+ activities; Use existing savings, micro-credit and self-help groups to channel benefit payments; and Ensure the inclusion of women's names in the contracts/permits to ensure that women get equal access to benefits.
Project monitoring and evaluation	<ul style="list-style-type: none"> Develop a monitoring and evaluation (M&E) system that includes indicators for measuring behavioral and institutional changes that enhance gender equality outcomes; Provide training to allow women and men to be involved in M&E; and Use outcome mapping and participatory evaluation methods to determine effectiveness of women's groups to implement project activities, monitor, and distribute benefits.
Create innovative activities that promote women's empowerment	Develop innovative activities that support women's participation in REDD+, such as transferring innovative environmental friendly technologies that could reduce women's workloads (e.g. improved cook stove, biogas, solar energy).

Appendix 1. List of Stakeholders Interviewed

Jakarta based informants:

1. Mr. Dharmawan, Deputy Assistant for Gender Mainstreaming, Ministry of Women's Empowerment
2. Laksmi Banowati, National Programme Manager of Indonesia's UN-REDD Programme
3. Dr. Machfud, Chief Technical Advisor of Indonesia's UN-REDD Programme
4. Dr. Tony Soehartono, Ministry of Forestry
5. Wikan, gender working group, Ministry of Forestry
6. Novi, Ministry of Forestry
7. Yuke NH Rahayu, National Planning Agency (BAPPENAS)
8. Bernadius Steni, member of REDD+ Task Force, Indonesia
9. Giorgio Indarto, member of REDD+ Task Force Indonesia

Palu based informants:

1. Pepi Nugroho, Provincial Forestry Agency and member of Provincial REDD+ Working Group, Central Sulawesi
2. Rukmini Toheke, AMAN (Aliansi Masyarakat Adat Nusantara), indigenous group representative of Provincial REDD+ Working Group, Central Sulawesi
3. Salma Masri, KPKPST, women group representative of Provincial REDD+ Task Force, Central Sulawesi
4. Endang Hardianti, Solidaritas Perempuan Indonesia (SP) Central Sulawesi
5. Ruwaida, Solidaritas Perempuan Indonesia (SP) Central Sulawesi
6. Maya Safira, Yayasan Rempala
7. Mustafa, Wahana Lingkungan Hidup (WALHI) Central Sulawesi
8. Ahmad, WALHI Central Sulawesi
9. Azmi Sirajuddin. Yayasan Merah Putih
10. Masita, AMAN Central Sulawesi
11. Yacob Thaha, AMAN Central Sulawesi
12. Weni Trivena, AMAN Central Sulawesi
13. Riduan Mapiase, Aliansi Jurnalistik Independen (AJI)

Lembah Mukti, Donggala District based informants:

1. Abdul Rozik, village facilitator
2. Rusdin ZA, village facilitator
3. Harsono, village facilitator
4. Nyoman Hartono, village facilitator
5. Indah Susanti, village facilitator
6. Wahyu M, negotiator
7. Wagito, negotiator
8. Minyoto, negotiator
9. Imam Syarii, the village head
10. H. Muh Zaini, negotiator
11. Haji Munali, negotiator
12. Siti Sulliyah, villager
13. Sriwidarti, villager
14. Anti, villager
15. Suciati, villager

Appendix 2. List of Questions

Content analysis of the policies and Programme document:

To what extent gender perspective have been adopted in policies related to REDD+ and REDD+ social safeguard?

Questions for the policy makers

1. To what extent forestry and REDD+ policies have integrated gender perspective?
2. Could you elaborate your opinion about gender issues and REDD+?
3. What are challenges and opportunities to integrate gender into REDD+ and forestry policies?
4. Could you identify lesson learned and best practices for gender mainstreaming in REDD+ and forestry?
5. What are your recommendations for the integration of gender into REDD+ policies and programme?
6. Could you elaborate the development of gender working group in the forestry sector and what opportunities and challenge it encounter to mainstream gender in the forestry development?
7. Is there any specific policies and budget allocation for gender mainstreaming and women's empowerment in the department?

REDD+ Safeguard:

1. Could you elaborate rationale and processes of REDD+ safeguard development?
2. What are challenges and opportunities to integrate gender into REDD+ safeguard?
3. Is there any best practices identified in integrating gender into REDD+ safeguard? If so, please explain?
4. Could you elaborate on the connection between SIS-REDD+ and PRISAI?

Questions for PMU

1. What differentiated needs and opportunities exist for increasing women's and men's productivity and/or production?
2. What needs and opportunities exist for increasing women's and men's access to and control of resources and benefits? Are these different for men?
3. Have women and men been directly (and separately) consulted in identifying such needs and opportunities?
4. Are project objectives specifically related to the differentiated needs of women and men?
5. Are project team members aware of and sympathetic towards gender differentiated needs of women and men?
6. Are there women staffs in the project team to talk to women beneficiaries/stakeholders?
7. Do the team members have the necessary skills to understand women's and men's situations, needs, demands etc.?
8. Does the organization have internal gender analysis capacity or the resources or political will to outsource skill development to other organizations?
9. Is there a specific policy for mainstreaming gender analysis in the organization?
10. Are there other structural systems in place to ensure oversight and accountability for gender inputs?
11. Are there plans to ensure that gender is institutionalized into the procedures of the organization to ensure that it becomes an integral part of institutional practice?
12. What institutional incentives/rewards are there?

FGDs and Interviews in Palu:

1. How do you know about REDD+? Please elaborate
2. Have you or do you participate in meetings, consultations, plans for REDD projects? If so, at what level and how often? Are you able to participate effectively? If not, what reasons are you not participating? Were there any capacity building or training activities provided on REDD, to allow for your active and knowledgeable participation?
3. What benefits do you expect to gain from the project? Who controls these benefits? Do you have existing arrangements for ash benefits if they are placed in a bank account in your name?
4. What ideas do you have on how the Programme could better engage women and provide resources and benefits to them? What would these benefits be?

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