

## Gender Responsiveness of Land Management Policy Supporting Bengawan Solo Watershed Revitalization

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### ABSTRACT

This research is conducted to know gender responsiveness from cultivating land policies to support Bengawan Solo Watershed revitalization using Gender Analysis Pathways (GAP) model. Data is collected by documentation study, interview, and observation in three institutions; Forestry and Plantation Official Wonogiri Regency, Balai Pengelolaan Daerah Aliran Sungai (BPDAS) Solo, and Perum Perhutani KPH Surakarta. Sampling technique used in the qualitative descriptive research is purposive sampling with snowball method. The data is analyzed using content analysis technique. The research shows that most of land management policy in three locations still neutral gender. Responsive gender in land management policy formulation is only found in *Pengarusutamaan Gender (PUG)* program in Forestry Development (Letter Decision of Forestry Ministry Number 82/Kpts-II/2003 about Forestry PUG Group Work). There is a gender discrepancy especially for accessing (chance/opportunity to cultivate land), role (participation in cultivating land), controlling (power to make decision), and benefit (benefit/result from the best land management). It needs a reformation to the justice and gender equality in the available policy reformulation form and arranging land management grand design to support Bengawan Solo Watershed revitalization mixing land management policies from each institution in the affirmative action policy/program/activity and gender mainstreaming.

**Keywords:** *gender, watershed, land management*

### INTRODUCTION

Forestry environmental ecosystem breakage level in Indonesia is getting increased from time to time. One of the negative impacts of forest sector damage is flooding as well as watershed erosion. Atmojo (2007) states that the damage caused by erosion in a watershed will decrease land fertility and retreat land productivity or enlarge critical land in the headwaters. In the damage headwaters, it causes silting of water channel and river that can cause flood in the rainy season. By decreasing condition in the watershed, it will also cause watershed capability to keep the water decreased so that it will make flood more often, erosion, landslide distribution in the rainy season, and drought in the dry season. This condition mostly happens in the watershed in Indonesia, likewise Bengawan Solo Watershed.

Soejoko (2003) identified problems in DAS Bengawa Solo Watershed, as follow:

1. In water catchment area of Gajah Mungkur Dam, there is heavy erosion which is indicated by main rock appearance, canal erosion and sedimentation.

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2. In water catchment area between Mount Merapi and Mount Lawu, the land is very fertile so that it can make the housing development and industry in this sector grow fast. The effects of this situation are there are a lot of house and industry wastes that will pollute ground water, flow coefficient will increase so that the erosion will also increase potentially.
3. Bengawan Madiun flows from Ponorogo regency, Madiun, and Magetan area. In the headwater of Ponorogo regency, land condition is very bad, it can be seen from the trench erosion, landslide, and main rock.
4. Bengawan Solo downstream areas in physiographic is formed as zenith in Rembang mountains, north of the river, Kendeng mountains is on the south side of the river and alluvial plains. These areas are often faced with the problem of frequent flooding and salt water intrusion, especially in the dry season.

The problems above are very closely related to land management. Land management in the watershed Solo is as the watershed in general. It can be classified as forest, plantation, rice field, houses, and others. The rule of using and cultivating the land must be based on land characteristic and environmental support power. Unfortunately, it has not happened yet in land management of Bengawan Solo watershed.

Human factor becomes the dominant factor that causes various problems above. Floods and landslides occur because of natural factors and human activities related to the utilization of natural resources led to the decline of ecosystem hydrological functions of Bengawan Solo watersheds. Natural factors are especially caused by very high rainfall and catchment conditions Bengawan Solo watershed. While the human factor caused by changes in land management, drainage infrastructure that has not been good as well as government and public institutions are not well.

It affects to the realization of Bengawan Solo watershed revitalization which runs not optimally. At the same time, revitalizing the watershed becomes an important and urgent things to be done in order to prevent and repair the environmental degradation caused by inappropriate land management. One of the efforts that are likely to do is to rehabilitate forests, forest lands and wastelands mainly due to natural and human factors. The direction is clear which is to achieve land management in supporting the Bengawan Solo revitalization, so that the role and intervention of both central and local governments are very important, especially in terms of preparation the land management policies that support the revitalization of the Bengawan Solo watershed.

Until now, the management policy in supporting the revitalization of Bengawan Solo watershed is still partial, it depends on each agency involved there. In Bengawan Solo watershed itself there are at least 3 agencies and authorities involved in the field of land management to support the revitalization of the watershed, the Department of Forestry and Plantation Wonogiri, Center for Watershed Management (BPDAS) Solo, and Perum Perhutani Forest Management Unit (FMU) Surakarta.

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Ideally, whatever nomenclature policy within the framework of watershed management, the direction must be in the embodiment of Bengawan Solo watershed revitalization to be more optimal. Bengawan Solo watershed revitalization efforts and the appropriate system must be well coordinated between the various agencies (multi-stakeholder) as the primary key in the Bengawan Solo watershed management policy. So far, land management which supports the revitalization of the Bengawan Solo watershed has not had a single integrated policy-based empowerment and community participation.

Remembering the importance and urgency of conducting participative land management Bengawan Solo watershed, it is logic if land management policies support the revitalization of the watershed. Improvement of community participation can be realized if the terms of the regulation itself opens the door as wide as possible for the public to be actively participate without having hindered by socio-economic factors, cultural, geographical or gender. Gender factor becomes quite sensitive and is often considered too important to be integrated, especially in policies related to land management and watershed Bengawan Solo. Yet in a broader scope, namely at the international level (the Beijing Declaration and Platform for Action) with firmly established three strategic objectives, namely 1) involve women actively in environmental decision-making at all levels; 2) integrating issues and gender perspectives in policies and programs for sustainable development; and 3) strengthen or create mechanisms at the national, regional, international to assess the impact of development and environmental policies in the field of women (Ministry of Environment, 2002).

The government has issued Presidential Instruction No. 9, the Republic of Indonesia of 2000 on Gender Mainstreaming (PUG) in the National Development and Regulation of the Minister of Home Affairs Number 15 Year 2008 on Guidelines for the Implementation of Public Gender Mainstreaming in Development in the Region. Both regulations essentially require the establishment of Justice and Gender Equality (KKG) in all aspects of national development. Indications realizations of KKG are the implementation of the planning, preparation, implementation, monitoring, and evaluation of national development policies, the programs are based on gender perspective.

The implication that arises is that in every aspects of life including both central and local governments need to integrate the dimension KKG into various sectors of development programs in their respective work areas, including the field of land management which support the revitalization of Bengawan Solo watershed.

The result study of Nurhaeni, et al (2008) showed that the participation of women in environmental management is still limited because of the assumption that environmental issues are the responsibility of men. In addition, the result study of Utami, et al (2001) which took place in the Forest Land RPH Cawas Klaten shows that the forest is synonymous with the world of men, because working in the forest is challenging terrain and uphill quite heavy and prone to wild animal attacks. This situation makes women considered less able to participate in forest management.

Starting from the problems above, the researchers are interested in analyzing land management policies within the framework of Bengawan Solo watershed by using a gender perspective; the extent of land management policies to encourage the participation of equality between women and men as well as to identify gender issues in land management, so that the results of this study are able to formulate the shape and direction of changes in land management towards a fair and equal conditions in a gender perspective.

## RESEARCH METHODS

Research sites in the Bengawan Solo watershed upstream is that in the Wonogiri district which is the center of Gajah Mungkur with the consideration that the land management upstream region plays a more important and should take precedence over downstream, because the land in the upstream region serves as a water catchment area (recharge), so that it will have broad impact to the middle and downstream areas.

Aspects analyzed in this study are about the content of the products of land management policy, whether explicitly or implicitly, they are intended to minimize and / or eliminate the gender gap in land management in Bengawan Solo watershed.

The technique used to analyze this research is content analysis (content analysis). In this study, content analysis is done by identifying the policy documents on land management in Bengawan Solo watershed and analyze the contents of the document based on the standards set by the researcher. In the context of research with a gender perspective, the standards used will be classified into the categories: gender bias, gender responsive and gender neutral (with two implications; potential bias or potential gender responsive). The steps of the analysis carried out through the following steps (a) identify the policy documents of land management in Bengawan Solo watershed, (b) the classification of land management policy document in Bengawan Solo watershed by the respective agencies involved in land management in the watershed Solo, (c) compare the quality of the inter-agency policy, and (d) making the conclusion based on the comparison made.

## RESULTS AND DISCUSSION

The extent of gender responsiveness, land management policy is to support the revitalization of Bengawan Solo watershed can be determined by identifying the vision, mission, goals, objectives, policies and programs of land management activities in Bengawan Solo watershed. In this step, it will be presented based on the study area, namely (a) the Department of Forestry and Plantation Wonogiri, (b) BPDAS Solo, and (c) Perum Perhutani KPH Surakarta. The separation was carried out by the agency because the three agencies have a stand-alone policy, in the sense that there is no integrative and comprehensive policies that focus on land management and watershed locus Bengawan Solo.

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The document is compared based on two areas; they are land management document and women's empowerment document. Judging from the analysis of gender classification, all documents support land management policies revitalization Bengawan Solo watershed based on the analysis of the situation without gender analysis. By analysing the situation with gender analysis which is found only in Wonogiri documents, women empowerment and gender are mainstream programs Implementation of Forestry in the Ministry of Forestry.

Efforts to make gender mainstream (mainstream) Wonogiri regional development appears explicitly only in the field of women empowerment policy as stated in RPJMD Wonogiri 2006-2010. Gender responsive policy field of women's empowerment is embodied in the form of policy that is affirmative action (AA) for women and Gender Mainstreaming (PUG). While the gender issues in the field of land management in the Bengawan Solo watershed in Wonogiri explicitly untapped in various land management policies Bengawan Solo watershed are prepared by the Department of Forestry and Plantation Wonogiri. Land management policy document Bengawan Solo watershed is in the form of the Department of Forestry and Agriculture Strategic Plan and Work Plan Wonogiri District Forestry Office. Both are generally formulated in a gender-neutral policy formulation and do not appear to be any attempt to raise as mainstream gender in the Bengawan Solo watershed land management.

Conditions in the Wonogiri district near PUG indicates that departments / agencies occur so that they are concerned with the empowerment of women (in the Wonogiri district is called as BKBKSPP Agency), then SKPDs has no obligation or responsibility to raise as mainstream gender in various regional development policy. Whereas according Permendagri No. 15 of 2008, driven by a local PUG Bappeda and agencies / boards empowerment of women. With the presence of Bappeda as a responsible, it should encourage all SKPDs Bappeda both the field of women's empowerment or other areas to make mainstream gender in all areas of development policy in the region that occurred in at least Wonogiri enable us to visualize the low commitment Wonogiri District Government (macro-scale) on gender.

BPDAS Solo in the study area, the field of land management policies Bengawan Solo watershed defined in policy formulation that is gender neutral. Though, if it is associated with a hierarchical organization, it should be in any form of policies established in BPDAS Solo having its strategic policy prepared by the Ministry of Forestry. At the level of the Ministry of Forestry as a commitment to making gender mainstream began in 2003 with the release of Ministry of Forestry decree No. 82 / Kpts-II / 2003 on the implementation of gender mainstreaming is followed by the formation of Forestry Working Group PUG Department of Forestry. Some of the activities in the Forestry PUG are doing perception and understanding that gender is in the center and also in the area (UPT forestry, including forest service BPDAS Solo and provincial and district / cities in 13 provinces) and the development of information systems and data collection forestry gender disaggregated. Both of these activities have been conducted continuously since 2003, then became a natural and appropriate that there is an expectation that the

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implementation of gender mainstreaming in BPDAS Solo. Unfortunately, there has not been followed BPDAS Solo PUG steps as has been done in the Department of Forestry.

Meanwhile, in the study area Perum Perhutani KPH Surakarta, the field of land management policies Bengawan Solo watershed (both macro and micro scale) is formulated in a gender-neutral policy formulation. There is no policy of women empowerment in the form of affirmative action or PUG.

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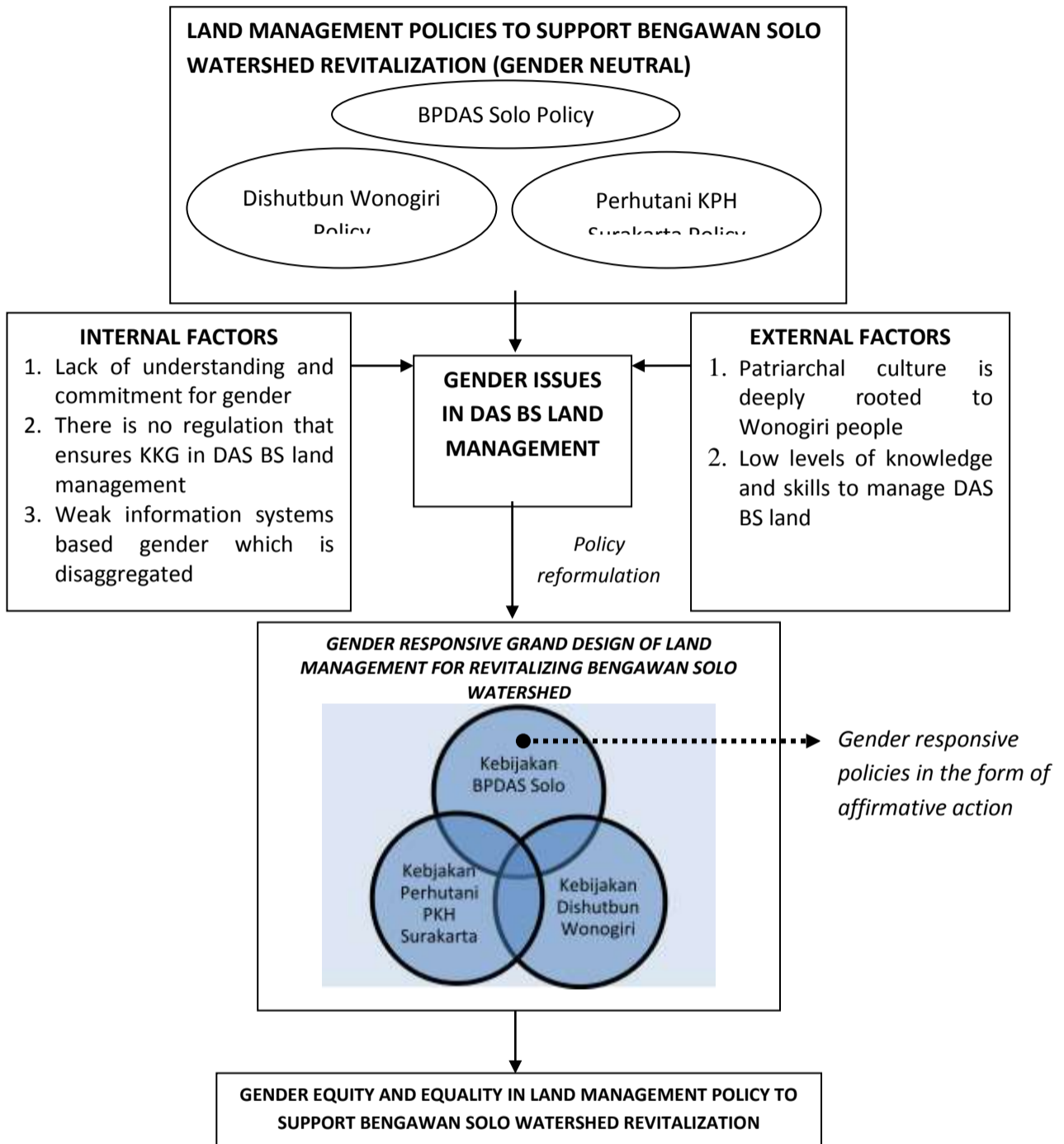
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**Model Towards Justice Reform and Gender Equality in Land Management to Support Revitalization of Bengawan Solo Watershed**



One form of the recommended reforms is carried reformulation of policies related to land management Bengawan Solo watershed which is initially to be neutral and / or gender blind reformulated into a new, gender-responsive policies. However, there are some notes in relation to the reformulation namely the new policy that will be formulated back into the well synchronized and coordinated between the Department of Forestry and Plantation Wonogiri. BPDAS Solo, Surakarta and Perum Perhutani KPH. It is important to note that because this is happening during each agency rests on the respective policies which sometimes between policy agencies and the other does not match. It includes the point of view and understanding the concept of gender and gender equity in land management in the Solo River watershed.

Some forms of reformulating the recommended researcher divided into two forms, they are:

- a. Reformulation of watershed land management policies that are gender responsive Solo performed in each agency.
- b. Reformulation of gender responsive policies drafted and agreed upon jointly by the existing institutions.

Reformulation of gender responsive policies drafted and agreed upon jointly by the agency that there is a form of drafting the new policy which is drafted, approved, and implemented by the collective and integrated land management agencies Bengawan Solo watershed. The new policy is projected to be some sorts of grand design in supporting land management Bengawan Solo watershed revitalization. As a grand design, the policy must be arranged in an integrative and comprehensive, so that each agency Bengawan Solo watershed land managers have a systematic intersection later, despite of the existing agencies have / develop policies for each organizational level. The meeting point of the grand design of the land management policies directed at the implementation of policies / programs / activities that are affirmative action and gender mainstreaming (gender mainstreaming). Some policies / programs / activities of the proposed research is to become a meeting point in the grand design of watershed land management policies Solo are :

- a. Programs / activities that are gender mainstreaming, for example in the form of programs / activities of the Gender vocal group / gender working groups in land management and forestry within the framework Bengawan Solo watershed revitalization. This policy is necessary to arrange in order to improve understanding, commitment, and gender socialization of the individual officers who have been in the field of land management and forestry to support the revitalization of the Bengawan Solo watershed.
- b. Programs / activities that are affirmative actions are specifically targeted to women around the Bengawan Solo watershed in an effort to empower women, such as training and counseling procedures, then land management techniques will support the revitalization of the Solo River watershed, facilitation and development of the creative industries of forest products wood (NTFPs).





- c. Policies that are gender-mainstreaming in the form of drafting a new policy governing support in terms of budget, so there is a budget allocation specifically budgeted for the implementation of policies / programs / activities in a gender-based land management in order to revitalize the Bengawan Solo watershed.

The agencies that are potential leaders in the preparation of the grand design of land management in supporting the revitalization of the Bengawan Solo watershed are BPDAS Solo. For showing the duties and organizational structure, readiness BPDAS Solo has seen more readily in comparison with other institutions. First, structurally BPDAS Solo has had (a) Section of the watershed program concerned with the preparation of watershed management planning, inventory and potential damage to the watershed; (b) Institutional sections that deal with related watershed development, inventory, and identification of institutional watershed; and (c) Watershed Evaluation section in charge of evaluating and monitoring related to water management, land management and socio-economic watershed. Second, the gender perspective, Solo BPDAS actually have a greater chance than other institutions in terms of integration of gender equity in policies drafted. Because as part of the Ministry of Forestry, all forms of policy and program activities must have its Solo BPDAS of policies / programs / activities in the Ministry of Forestry. In the Ministry of Forestry's own efforts to make gender mainstream forestry development began in 2003 with the establishment of the GMS Working Group Kementarian Forestry (Ministry of Forestry decree No. 82 / Kpts-II / 2003).

In the end, the various forms of reforming towards gender equity in land management Bengawan Solo watershed above will only be futile in the absence of immediate action that must be done in agency land managers Bengawan Solo watershed. It is important to immediately develop a plan of action in order to realize a fair gender reform. In this study, some forms of action plan are recommended,

- a. Improving gender sensitivity in the field of Forest and Land Rehabilitation apparatus especially for RHL executioner related policy in particular and land management in the Solo River watershed is generally in the form of capacity building (advocacy, dissemination, facilitation, and so on).
- b. Improving women participation around the forest through various programs / activities is an affirmative action to accelerate the realization of justice and gender equality.
- c. Structuring and / or developing information systems of gender disaggregated data in the field of land management (RHL) is in all existing institutions, both upstream and downstream.

## CONCLUSIONS AND RECOMMENDATIONS

The results of land management content analysis policies in the three study sites showed that there is no gender responsive policies. Land management policies in supporting the revitalization of Bengawan Solo watershed is formulated in a



neutral statement gender either explicitly or implicitly. Policy, as the spearhead of the successful realization of justice and gender equality, in fact is a key indicator that reflects the extent to which the political will of stakeholders to integrate gender values in land management in the Bengawan Solo watershed. Therefore, gender issues in environmental management, particularly in land management in order to revitalize the Bengawan Solo river basin need to be lifted to the surface, for example, will develop regional regulations, SK Regent, even it is possible to raise these issues into development planning documents the Wonogiri district. So that gender issues are no longer marginalized by other issues like poverty issues Wonogiri which had been dominating in all areas of development policy.

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