



Gender responsive analysis in the reducing emissions from deforestation and forest degradation (REDD+) program in ACEH province

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Abstract

The Cancun Agreement produced from the 16th Conference of Parties (COPs) of the UNFCCC in Cancun Mexico, became the legal basis of the State's responsibility for fulfilling women's rights in the planning and implementation of the Reducing Emissions from Deforestation and Forest Degradation (REDD+) project. Paragraph 72 of the Cancun Agreement states, "so that developing countries when developing and implementing national strategy plans to overcome, among others the causes of deforestation and forest degradation, land tenure issues, forest governance issues, gender considerations and safeguards, must ensure full and effective participation from all stakeholders, especially indigenous peoples and local communities ". This statement requires developing countries to integrate gender in the implementation of REDD+ programs, ensuring equality and participation are there in the process and results. The existence of a REDD+ project can be a threat to the livelihoods of women living around or inside forest areas. The weak rights of indigenous peoples over land (including women) have an impact on women losing access to forest use. This study aims to analyze central and regional laws and policies related to gender equality and gender mainstreaming, identify and analyze opportunities and challenges to integrate gender perspectives in the planning and implementation (SRAP) REDD+ of Aceh Province, and develop a gender perspective integration model in the planning and implementation of the Aceh Province REDD+ project.

Keywords: REDD +, gender, equality, policy, forests

Introduction

The Cancun Agreement (The Cancun Agreement is the official document of the 16th UNFCCC Conference of Parties (COP) in Cancun, Mexico in 2010), resulted in the Conference of Parties (COPs) 16 of the UNFCCC in Cancun, Mexico, became the legal basis of state responsibility for the fulfillment of women's rights in the planning and implementation of the Reducing Emissions from Deforestation and Forest Degradation (REDD+) project (The Cancun Agreement is the official document of the 16th UNFCCC Conference of Parties (COP) in Cancun, Mexico: 2010) Paragraph 72 of the agreement states: "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;"

Developing countries are required to integrate gender in the implementation of REDD+ programs and consider the roles and rights of women as pre-conditions in improving the efficiency, effectiveness and sustainability of REDD+ in the long term (UN-REDD 2012) ensuring equality and participation are built into the process and results. This is an important reference in gender integration in policy design and implementation of REDD+ programs, gender considerations are essential to ensure equality and effective participation (Setyawati *et al.*, 2012: 16). Gender integration is also a key for REDD+ policies to work effectively, efficiently and sustainably (Setyawati *et al.*, 2012: ii).

There is a relationship between land policy and the forestry sector, in REDD+ policies, influencing the lives of indigenous people (including women) who live in or around forest boundaries (Kelly, 2010: 63) ^[22], because of uncertainty over land rights in forest areas. Indigenous peoples' land rights do not get recognition based on formal law (Lemaitre, 2011: 151) ^[27], although in some countries the protection of indigenous peoples' rights to land has been regulated by law (Cotula and Kornel, 2009: 17), including Indonesia, based on Article 3 of Law Number 5 of 1960 concerning Basic Agrarian Principles that recognizing the existence of customary rights and the rights of indigenous peoples over land, but the principle of equality has not become the basis of policies related to natural resources and forest land tenure. This situation has a negative impact on many women whose livelihoods depend on the forest, that is, they will lose access to forest areas (Griffiths, 2007).

The success of REDD+ depends on how large and how well local people are involved (Turgens *et al.*, 2013: 5). In terms of gender issues, REDD+ has the potential to reduce gender inequalities by providing opportunities for women to obtain legal ownership of forest land and resources for women's empowerment (Gurung *et al.*, 2011: 112) ^[7, 21]. Even though in Article 9 paragraph (3) of Law Number 5 Year 1960, based on the principle of equality, that every citizen, both men and women have the same opportunity to obtain rights to land, take advantage and results. In its implementation this principle has not been integrated in the regulations governing tenure rights over land and forest land.

Setyawati's research also shows that women's participation in the decision-making process is still minimal, thus affecting the ability to access benefits from initiatives related to forests. The limited participation of women is due

to the heavy workload; low levels of education and reading skills, especially in rural areas; the perception that forest-related activities are "men's work" and other reasons (Setyowati Dkk, 2012: 27). The report of the Asian Development Bank (ADB:2006)) shows there is gender-differentiated access to productive resources, such as land, property and financial services, women have more limited access to these resources.

Based on the description above, the results of this study are important to examine how policies and institutions relate to the implementation of gender equality and gender mainstreaming in the fields of land and forest management at the national and regional levels. How is gender integration in the planning and implementation of the Aceh Province's REDD+ Strategy and Action Plan (SRAP) to ensure women participate effectively in planning and implementing the REDD+ Strategy and Action Plan (SRAP) of Aceh Province.

Research method

This research is normative juridical, namely conducting a study and analysis of secondary data which are library materials. Soerjono Soekanto states that secondary data can be in the form of primary legal materials, secondary legal materials, and tertiary legal materials (Soerjono Soekanto and Sri Mamudji, 2011:13) As part of the normative juridical research method, this study uses a statute approach (Peter Mahmud Marzuki, 2005: 93-140). Through these various approaches, researchers will obtain data and information relating to gender issues in natural resource management and climate change (Johnny Ibrahim, 2008: 294-295) ^[10].

Statute approach by analyzing secondary data which is primary legal materials such as legislation and policies relating to gender mainstreaming management of natural resources (land and forest land) and policies on REDD+ either at the international, national, or regional levels. This approach is carried out to uncover ratio-legis and ontological basis of efforts to integrate gender into legislation and policies on REDD+. By knowing the ratio-legis and ontological basis for the birth of a law, the philosophical foundation behind the birth of the law will also be known. This approach will also help researchers in analyzing gender mainstreaming issues in legislation on natural resource management and REDD+ policies, is there consistency and conformity between the provisions of the 1945 Constitution and its organic laws, between one law and another, or between one law and regulation in the region. It also includes examining how harmonization between the provisions of international law on climate change relates to gender issues with the provisions of natural resource management and REDD+ policies and other related documents in Indonesia.

Secondary legal materials can be in the form of reports on research results, papers, proceedings of seminars, workshops, national and international conferences relating to gender issues in the management of natural resources and climate change, and the work of legal scientists published through scientific journals. The tertiary legal material can be in the form of dictionaries, encyclopedias, and others.

Field data collection was also conducted in the form of observations, interviews with resource persons using in-depth interview techniques (Soekanto, 1984: 21-27). and Focus Group Discussion (FGD). The FGD is intended to

explore customary and cultural legal norms that apply in society and community perceptions of gender integration in natural resource management and to know how women participate in REDD+ projects. This is required because not all materials needed can be obtained through library research.

The data obtained were analyzed using qualitative methods by identifying and interpreting the data. Data analysis is carried out through the following stages. First, summarizing the data and selecting important data related to the research problem. Second, organizing data in the form of short descriptions, creating tables, and easy charts to understand data. Third, interpret data using legal interpretation methods, either grammatical interpretation, systematic interpretation, sociological interpretation, or historical interpretation.

Result and discussion

A. Concept of REDD+

The concept of REDD+ is built from a scheme developed to provide incentives to reduce GHG emissions by reducing deforestation and degradation. REDD+ uses a sustainable forest management approach and provides legal certainty and protection of the status of tenure and use of indigenous peoples' rights to forest land, as well as increasing the role of conservation and carbon stocks from forests in developing countries. This scheme was agreed upon at the UNFCCC COP 13 in Bali in 2007. REDD+ is based on the main idea of respecting individuals, communities, activities and countries that are able to reduce GHG emissions produced by forests. So that besides potentially reducing GHG emissions, at the same time REDD+ can also help reduce poverty levels and enable sustainable development.

The Indonesian government is committed to implementing the REDD+ scheme with a plan to reduce GHG emissions by 26% from the business emission rate as usual in 2020 at its own expense, or by 41% with international assistance. To support the implementation of REDD+, the Government of Indonesia has taken steps such as preparing supporting regulatory instruments, and building and developing bilateral cooperation with developed countries as well as cooperation with private actors in developing models of REDD+ schemes resulting from the UNFCCC COP 13 decision.

Indonesia began to introduce the concept of National REDD+ law in 2009. The National REDD+ legal framework was developed under the coordination of the National Task Force for the Establishment of REDD+ Institutions (REDD+ Task Force). However, the Indonesian REDD+ legal framework is manifested in the form of legislation with low levels, such as a Presidential Decree or Minister of Forestry Regulation. The lack of a REDD+ legal framework with a higher level of legislation (at the level of the law) raises concerns about the possible short duration of the regulation and also results in overlapping and conflicting provisions that can be ignored by policy makers.

The implementation of the national climate change prevention program is related to several national legislation, namely Law Number 41 of 1999 concerning Forestry, Law Number 26 of 2007 concerning Spatial Planning, and Law Number 32 of 2009 concerning Environmental Protection and Management. In addition to the laws, the implementation of the REDD+ scheme cannot stand alone, it is still influenced by government policies both at the central and regional levels.

The three laws above are legal provisions governing the management of natural resources, but the basis for their formation is not based on the principle of equality as stated in Article 9 paragraph (3) of Law No. 5 of 1960 concerning Basic Principles of Agrarian Principles which regulate the principle of equality in the control, ownership, use and utilization of land. Consequently, the policies issued do not accommodate affirmative action for the involvement of women from the process to the results, including in the implementation of the REDD+ program. Affirmative action is a policy that is taken aiming so that certain groups (gender or profession) have opportunities equal to other groups in the same field. Can also be interpreted as a policy that gives privileges to certain groups. In the political context affirmative action is taken to encourage the number of women in the legislature to be more representative (<https://www.hukumonline.com/klinik/detail/ulasan/cl6904/affirmative-action>)

At the regional level, Aceh Province has several *Qanun* (equal to *Perda* in other provinces) which are not directly related to some aspects of REDD+, including: a) *Qanun* on Regional Long Term Development Plans (RPJPD), b) *Qanun* about Regional Medium-Term Development Plans (RPJMD), c) *Qanun* on Forest Management d) *Qanun* concerning Customary Institutions, d) *Qanun* concerning *Mukim* Government.

Of the five *Qanuns*, none of them specifically regulated the involvement of women in the process and implementation. The principle of equality contained in the *Qanun* is only a formality, including the Aceh *Qanun* No. 6 of 2009 concerning Empowerment and Protection of Women, although there are principles of justice and equality, but do not specifically regulate equality in the control, ownership, use and utilization of land and forest land for women.

To support the development of REDD+ policies and programs, the Government of Indonesia has established a National REDD+ Task Force, with its main mandate being to support the development of REDD+ policies and programs. The government prepares the establishment of an Indonesian REDD+ Agency, develops a comprehensive National REDD+ Strategy (STRANAS), implements interim funding instruments, develops a framework for measuring, reporting and verifying (MRV) the framework, and selecting pilot provinces.

In the National REDD+ Strategy it is stated that clarity over the boundaries and community management rights to natural resources is a constitutional right. Tenure or rights arrangements for land are carried out with the aim of creating preconditions that are important for the successful implementation of REDD+. The issue of women's participation in the REDD+ program is an integral part of the discussion on the rights of Indigenous and Tribal Peoples and local communities. This section is discussed in the fifth pillar, namely the involvement of the parties. As part of the inclusive and collaborative principle, community involvement and various stakeholders must be carried out in the implementation of REDD+. By considering the condition and character of the region and the potential complexity due to the many stakeholders involved, the format of the involvement of these stakeholders needs to be designed from the start (REDD+ National Strategy:2009,12).

B. Legal and policy framework on gender equality and gender mainstreaming in national REDD + program planning and implementation.

Indonesia was the first country to introduce a national REDD+ legal framework, including three regulations issued by the Ministry of Forestry before the UNFCCC COP 15 was held in Copenhagen in December 2009, namely Forestry Minister's Regulation Number P.68 / Menhut-II / 2008 concerning Implementation of Demonstration Activities on Reduction of Carbon Emissions from Deforestation and Forest Degradation; Forestry Minister's Regulation Number P.30 / Menhut-II / 2009 concerning Procedures for Reducing Emissions from Deforestation and Forest Degradation (REDD); and Forestry Minister's Regulation Number P.36 / Menhut-II / 2009 concerning Procedures for Licensing Businesses for Utilizing Carbon Absorption and / or Storage in Production Forests and Protected Forests. These regulations contain many issues, such as mechanisms to reduce carbon emissions from forest degradation and deforestation, a framework for issuing carbon utilization permits in production forests and protected forests, REDD+ coordination mechanisms, and procedures for implementing REDD+ demonstration activities. The three policies constitute a rapid effort from the Ministry of Forestry to respond to offers of cooperation from developed countries and private actors in the development of REDD+ schemes decided at the Bali COP (Steni, 2009: 39).

Some of the weaknesses contained in these policies, namely: First, related to efforts to deal with actors of deforestation and forest degradation, the three policies only refer to juridical references and ignore ecological references, which should be a concern in responding to the issue of climate change. The three policies add a number of new rights for forestry businesses, including logging companies and industrial plantations, without considering the fact that the main causes of deforestation and forest degradation are uncontrolled forest clearance by actors from forestry businesses that have official licenses. The draft National REDD + Strategy document (version 23 December 2010) stated, almost all Production Forests and Protection Forests outside Java do not have clear "masters" or responsibility holders, which makes the area an open access area which in turn triggers deforestation and degradation, planned or unplanned (Draft 1 National REDD + Strategy, Revised September 23, 2010, 23).

Second, although Article 3 of Law No. 5 of 1960 recognizes the existence of customary rights to land and indigenous peoples' rights to land, the three policies do not have clear or strong provisions to address tenure issues, which are the main legacy of the forestry regime since colonial era. This is due to Law No. 41 of 1999 did not make Law No. 5 of 1960 as the basis for its formation, so that all forestry policies, including REDD + policies, have the potential to criminalize and punish people living in and around forest areas, who do not hold juridical evidence of land rights such as licenses or official letters from the government. Based on HuMa's analysis, more than 91% of natural resource conflicts in Indonesia occur between communities and private companies (Hu Ma, Factsheet, September 2011) The main trigger for conflict is overlapping territorial claims between the community and licensees.

Third, the policies mentioned above did not provide a breakthrough in the mechanism of Gender Equality and

Gender Mainstreaming in the Planning and Implementation of the REDD+ Program. Implementation of the REDD+ program in Aceh, women are not involved in the planning, socialization and utilization process. Of the 30 female respondents, none knew about the REDD+ program. This shows that the policies made have not been able to fulfill Paragraph 72 of the Cancun Agreement that ensure women involvement and participation in REDD+ programs. In addition, policies made do not adopt free, prior and informed consent (FPIC) as one of the procedural rights of the Customary Law Community in renewing the forestry business model. FPIC is an important part for women. Based on a report from the United Nations Development Program (UNDP) (UNDP, Human Development Report: 2011) the Indonesian Human Development Index (HDI) ranks 124 out of 187 countries, which shows the middle level in the status of education, income and health levels. Meanwhile in the Gender Inequality Index in 2011, Indonesia ranks 100 out of 146 countries. Women have lower literacy rates (female literacy rates are 86 percent and men are 94 percent) and lower years of schooling (6.5 years for women, compared with 7.6 years for men). The Asian Development Bank (ADB) report also shows that there is gender-differentiated in accessing productive resources, such as land, property and financial services, where women have more limited access to these resources (<http://www.adb.org/documents/indonesia-country-gender-assessment>). Therefore, safeguards in REDD + in Indonesia are a necessity, especially for women who still lack knowledge and experience in the field of forest tenure and land use.

C. Integration of gender in planning and implementation of provincial strategy and action plans (SRAP) of REDD+ province of ACEH.

1. Deforestation and forest degradation in ACEH

In the context of Aceh, before the logging moratorium policy was implemented on June 6, 2007, the condition of Aceh's forests needed serious attention. This can be seen from the trend of loss of forest cover area which is monitored by various parties, and is based on several other indicators such as the intensity of floods and landslides, forest and land fires, as well as the increasing conflict of interest in the forestry sector. There are several mutually contradictory and dilemmatic interests in the management of the forestry sector. On the one hand, there are problems of disasters and conflicts which cause losses that are not small and on the other hand there is an urge to carry out continuous extraction to meet timber needs for the rehabilitation and reconstruction of Aceh, besides the forestry sector has been stigmatized as a source of income for the central and regional.

One of the causes of deforestation is the poor management and performance of operating concessions for Timber Forest Product Utilization in Natural Forests (formerly called HPH). The weak system of supervision and implementation of silviculture in natural forests, as well as plantations makes forest resources seem to be extracted without corridors and rules which result in a decrease in the quality and quantity of natural forest cover being cultivated, even in some cases conversion of forest areas occurs.

Besides the poor management of IUPHHK-HA / HPH, the rate of forest destruction was also triggered by illegal logging activities that continued to occur. In 2006, there

were around 120,209.50 m³ of timber from the results of illegal logging that were confiscated. This number has increased fourfold from the previous year, which is around 33,249.25 m³. Based on data from the 2008 Tipereska spatial (Integrated Team) study, Aceh's forest cover in 1945 was 4,908,019 ha, until 1980 the Aceh forest remained up to 4,085,741 ha or lost a forest area of around 822,278 ha. Thus, the rate of forest destruction in that period was 23,494 ha per year. Whereas in the period 1980 to 1990 the total deforestation of Aceh forests was 383,436 ha or 38,344 ha per year, because the remaining forests were 3,702,305 ha.. During the armed conflict in Aceh in the period 1990 to 2000, Aceh's forests were deforested at 346,426 ha or the rate of damage in the same period was 34,643 ha per year. In the period 2000 to 2006 the total deforestation of Aceh forests for approximately 6 years was 184,560 ha, the rate of destruction of Aceh forests reached 30,760 ha per year, and in 2006 the remaining Aceh forest cover was ± 3,171,319 ha. Furthermore, in the post-conflict period of 2006 to 2009 the total deforestation of Aceh forests amounted to 92,497 ha or the rate of destruction of Aceh's forests amounted to 23.124 ha per year.

The impact caused by deforestation provides a multiplier effect, especially in the Aceh Province environment. Some of the impacts that provide direct losses are disasters such as floods and landslides, to forest and land fires. The resulting consequences not only threaten the lives of surrounding communities but also affect social and economic stability in the Aceh Province (REDD + Management Agency, Provincial Strategy and Action Plan (SRAP) Aceh:2014, 16-17).

2. Provincial Action Plan and Strategy (SRAP) of REDD+ Aceh Province

After the establishment of the National Strategy for REDD+, in 2012 the central government through the REDD+ Task Force invited eleven Provinces to develop Provincial Strategy and Action Plan (SRAP REDD+). Determination of these Provinces was carried out in 2011, but considering that STRANAS REDD+ was only completed in 2012, most of the draft SRAP REDD+ was developed in 2012. The REDD + Task Force assesses that these provinces meet the measures designed by the REDD + Task Force as a REDD + pilot province. In the National Strategy for REDD + it is stated that at the sub-national level, the five pillars of the REDD + National Strategy are translated into Strategies and Action Plans for REDD + implementation according to regional characteristics.

Every province is required to prepare a Regional Action Plan for Reducing Greenhouse Gas Emissions (RAD-GRK). Therefore, it is necessary to ensure consistency between RAD-GRK for land-based sectors with SRAP REDD + for REDD + implementation. In the short term, SRAP REDD + is associated with the need for resolving enabling conditions, solving problems that hinder the success of REDD +, while establishing the development of a natural resource-based economy that can support the needs of the community. In the long run, the province develops a balance of economic, social and environmental development by taking into account the preservation of the function of the landscape for the carrying capacity of the environment. (National REDD + Strategy: 42).

The Aceh Province REDD + Task Force has successfully developed the 2014 Aceh REDD + Strategy and Action Plan

(SRAP) in 2014. The SRAP REDD + Aceh framework is built using the 5 (five) pillars of the National REDD + Strategy, and is implemented through two stages or phases, namely:

1. Preparation phase (enabling conditions) requirements that must be fulfilled. Within this preparation phase includes the institutional and process pillars, as well as the legal and regulatory framework pillars.
2. The implementation phase, which will be carried out after the enabling conditions have been reached. In the implementation phase, this includes the pillars of strategic programs, changes in paradigm and work culture, and involvement of the parties.

SRAP Aceh Province identified a number of factors causing deforestation and forest degradation in Aceh, namely (1) violations of spatial planning; (2) tenure conflicts; (3) forest management institutions that have not been effective; (4) the transformation of post-conflict livelihoods is not optimal; (5) incentive and disincentive schemes have not been implemented; (6) government (political will); (7) conflict of authority regulations; (8) perceptions of forest and natural resource areas which are administratively limited; (9) alternative sources of wood; (10) law enforcement that is still weak.

SRAP identifies that land use conflicts often occur between the government and the community, the government and the private sector, and the private sector with the community. This not only concerns commitments in spatial planning, but also in terms of the process of establishing areas for the purposes of investment activities for private sectors such as HGU for plantations, industrial forest plantations, and mining.

If the process does not work correctly, it has the potential to cause conflict between the company and the local community so that the community loses its assets to produce. This of course will make the people living around the forest more difficult because their land cannot be used anymore. Such conditions will certainly cause vulnerability to forest sustainability due to forest encroachment and illegal logging. In addition to a number of these issues, the issue of legal certainty in forest areas, especially those that are directly adjacent to the community and private cultivation areas, has also not been resolved.

The outer boundary of the forest area after its appointment must be determined through a process of gazettement with boundary activities in the field which of course must consider the rights of local communities and other third parties. At present, not all of the outside boundaries of forest areas in Aceh have been confirmed and / or established, so that interpretations of regional boundaries that are understood and agreed upon by multi parties have not yet been established, not to mention the problems of the different reference map sources used. This results in more widespread extraction and exploitation of forest resources and other natural resources, as a result of unclear forest area boundaries and management areas that are physically and administratively understood and agreed upon.

SRAP REDD + Aceh Province, as well as its parent STRANAS REDD +, there is no explicit description of women's participation in REDD + implementation. The requirement to involve women must be interpreted as an inseparable part of the provisions that require respect for the rights of indigenous peoples. This can be clearly found in the explanation of the second pillar of the legal and

regulatory framework, and the fifth pillar on the involvement of the parties.

The SRAP REDD + Aceh Province also stated that the neglect of the rights of Indigenous Law Community in this case is Mukim or other terms in Aceh also triggered problems in the management of natural resources and forest resources. So that it needs to be fully acknowledged and involved in the Customary Law Community entities such as Mukim or other terms in Aceh in more concrete management of natural and forest resources.

However, the SRAP REDD + Aceh Province does not contain and explain historical data on the contribution of the Customary Law Community to forest cover in Aceh. Efforts and strategies to explore the data seem simple and mediocre. Supposedly, what has been conceived in the National REDD + Strategy should have inspired the contents of the Aceh Province's SRAP REDD + in a more operational form at the provincial level. In this case, two things are at least needed in preparing the SRAP REDD + Province, namely:

1. There must be clear consistency and connectedness between STRANAS REDD + and SRAP REDD +;
2. SRAP REDD + brings STRANAS REDD + issues in a more grounded context through providing concrete and realistic data and information as well as action strategies.

Another problem is that the review of documents shows that the SRAP REDD + Aceh Province contains many references in its provisions regarding the recognition, protection and fulfillment of the rights of Indigenous Law Community (including women) in implementing REDD + policies and activities. However, as an SRAP REDD + at the local level, it should already contain more detailed criteria and indicators from each safeguards principle, so that it will facilitate measurement in its implementation.

Another problem is the Aceh Province REDD + Task Force has not yet determined the region / region to carry out the implementation of the REDD + program, so that it is a separate obstacle to verify the extent of women's involvement or participation in activities at the program implementation level. In 2015, the Task Force conducted an activity on the dissemination of the Aceh Province SRAP REDD + at the city / level by involving relevant stakeholders. This outreach activity was carried out by dividing into 3 (three) regions, namely the city of Lhokseumawe (East region), Kota Sabang (central region), and the District of Southwest Aceh for the western region. (Vina Suyanti, Secretariat of the Aceh Province REDD + Task Force), September 21, 2019). However, several initiatives were being developed by USAID Lestari's management in South Aceh District and Southeast Aceh District, and German's Kreditanstalt fur Wiederaufbau (KfW) in the city of Subulussalam.

Some of the initiatives that USAID Lestari has developed are developing spatial planning, improving natural resource management, supporting local capacity development to better understand climate change, and implementing solutions to tackle climate change. (Fadli, USAID Lestari Tapaktuan Governance Specialist, September 24, 2016). in Southeast Aceh Regency, to realize sustainable management of forests and natural resources, the Multi-Party Forum, which cares about conservation efforts, seeks to improve transparency and governance of forests and natural resources in Southeast Aceh District. As a basis for forest management planning in the region, the Multi-stakeholder

Forum has developed a Landscape Management Plan (RKBA) that aims to provide a comprehensive picture of conservation targets at a broad landscape level, taking into account the High Conservation Value (HCV) contained in this region, areas with high carbon content, habitat types and analysis of threats to existing conservation targets so that conservation target can be more accurate and can have long-term impacts. This RKBA can be used as the main tool for various parties, both government, private sector and NGOs in developing regional spatial planning and in planning and implementing conservation activities. Southeast Aceh Regency is one of the districts that has high forest potential and biodiversity in Indonesia. Most of this district is part of the Leuser Ecosystem and Gunung Leuser National Park which is known to have high biodiversity and needs to be conserved. Along with the development activities of Southeast Aceh Regency, sustainable management of forests and other natural resources is one of the major challenges for this district.

Conclusions

Women and people living around or in the forest will be affected by the implementation of the REDD + program. Laws related to the implementation of REDD + have not accommodated substantially the principle of equality, as a result women are not involved and participate in implementing REDD +. Some government policies in the implementation of REDD + actually open opportunities for forest businesses to open forests that are the cause of deforestation and degradation. The policy made does not clearly regulate customary rights and the rights of indigenous peoples to land to address land tenure in the forest area. Also there has not been an affirmative breakthrough action equality and gender mainstreaming in the planning and implementation of REDD +, this shows that the government has not fulfilled the provisions of Paragraph 72 of the Cancun Agreement. Affirmative action is important because women are still faced with problems of lack of knowledge and experience.

Aceh specifically has qanuns (other regions of the Perda) relating to the implementation of the REDD + program, none of which specifically regulates the involvement of women in the process and implementation. The principle of equality contained in the Qanun is only a formality, including the Aceh Qanun No. 6 of 2009 concerning Empowerment and Protection of Women, although the aforementioned qanun has principles of justice and equality, but does not specifically regulate equality in the control, ownership, use and utilizations of land and forest land for women.

The main challenge facing the National REDD + legal framework lies in the issue of clarity of control over land and forest areas (land tenure). Tenure rights over land, forests and carbon are clearly important elements for the success of the REDD + strategy. Clarifying and strengthening land tenure by itself can contribute to reducing deforestation and forest degradation. In addition, clarifying land tenure and guaranteeing the rights of Indigenous Law Communities (including women's groups), also increasing the sustainability of REDD + policies and ensuring equality, effectiveness and efficiency. Therefore, a National REDD + Strategy is needed that can overcome these problems.

Although the policies issued by the central and regional governments have not accommodated the 72 Cancun Agreement Paragraph, the Aceh Government has accommodated it in the REDD + National Strategy and Aceh's SRAP REDD + clearly contains references in many of its provisions concerning the recognition, protection and fulfillment of the rights of Indigenous Law Community (It must be interpreted that women are included in this group) in implementing REDD + policies and activities. However, as a National REDD + Strategy does not yet contain more detailed criteria and indicators from each safeguards principle, so it will be difficult to measure the implementation. As an SRAP REDD + at the local level, the SRAP REDD + Aceh should not repeat weaknesses in the National REDD + Strategy. SRAP REDD + should already contain more detailed criteria and indicators from each safeguards principle, so that it will facilitate measurement in its implementation.

SRAP REDD + Aceh will be effective if it can be integrated into the development planning and policy making processes and the development of REDD + implementation mechanisms. In addition, financial support is also very important in the implementation of REDD + activities. To oversee the implementation of the Strategy and Action Plan for REDD +, it is necessary to develop a monitoring and evaluation framework as a guidance for monitoring and evaluating SRAP REDD + Aceh.

The safeguard system for Aceh REDD + must be designed with goals to anticipate the risks, social and environmental impacts of REDD + activities, and formulate anticipated risk management measures to be carried out in accordance with project implementation and assessed periodically. The formulation and establishment of safeguard standards and audit systems carried out together with donors, international financial institutions and relevant parties will produce a system that can be accepted internationally and can be implemented in the field.

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