

Siak green policy in environmental political flows in Indonesia: Political policy perspectives, gender mainstreaming and public participation

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Abstract. The Siak Hijau policy is a barometer of the success of regional governments in supporting the achievement of the SDGs in Indonesia. This policy is in line with the long-term vision for the development of Riau and Siak which prioritizes environmental governance, increasing participatory space and transparency. This study was carried out in collaboration between the Siak Regency Government, FITRA Riau and other stakeholders. The research method used is a qualitative research method, data collection is carried out using structured interviews and observation. Directed discussions at regional apparatus organization forums were carried out to obtain complete data. This study found that the green siak policy is a policy that has received a lot of support from non-governmental organizations. However, this policy is not yet gender responsive because there is no special budget allocation that is affirmative towards empowering women's groups. Public participation in this policy is quite good considering that public involvement in planning and implementing the Green Siak policy continues to be encouraged by the Siak Regency regional government.

1 Introduction

Public policy in advanced industrial countries is not the same as public policy in developing countries. The influence of the international environment in policy formulation in developing countries is very strong, including environmental policy. Environmental policy is also often termed environmental politics, environmental politics can also be interpreted as a very comprehensive approach, because this paradigm wants to develop new, integrated concepts and perspectives [1]. Environmental politics is a forum for political proposals developed by environmentalists to move towards a sustainable society. There are several views in defining the character of environmental politics. R. Eckersley characterizes environmental politics within the framework of ecocentrism and rejects the anthropocentric view which emphasizes that moral values are human-centered. This ecocentric view places its main focus on the environment or ecosystem in the aspect of life [2]. Meanwhile R.E Goddin also places ethics

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at the center of his green political position. In his view, he puts forward the source of value as a fact of something that is formed by natural historical processes and is more than just the role of humans.

Environmental politics is also related to the political role of parties in fighting for justice and environmental sustainability [4]. One political expression is in the form of political parties or institutions that can influence the government's political decisions [5]. In international language it is usually called the green party. For example, the formation of green parties in Germany, New Zealand, Switzerland and England in the early 1970s or in Denmark in the early 1980s which fought for environmental issues, development centered on the poor and sustainable economic development and development at the grassroots level. Although these parties did not have much success in parliament or state leadership, much effort was made in fighting for environmental conservation [6].

Environmental politics also analyzes the role of institutions or parties with an interest in natural resources and the environment. Here the roles of society, government, private sector, non-government organizations, development institutions, education and research are also analyzed. Environmental politics analyzes the problem of environmental damage caused by the market but which cannot be controlled by the market. Markets and the private sector usually have power and control even though they do not have authority over natural resources. As a result of market behavior and actions, externalities occur which then require government intervention or other forms of governance to handle them.

The government's role in responding to concerns from the public and other institutions of society regarding environmental issues can be followed up by creating and enforcing regulations to control environmental impacts as well as controlling or taking action against companies that produce negative impacts on the environment. This action can be classified as a disincentive action because it provides punishment to those who break the rules but can have a positive impact on the environment. The government can take action as a form of legal action but can also provide incentives to encourage the public or private sector to be more responsible towards the environment.

In relation to this study, this is also what we want to see as a comprehensive unit regarding the government's role in responding to public concerns in order to follow up on enforcing regulations to control environmental impacts and as part of the government's efforts to realize sustainable environmental governance. The green siak policy is one of the political policies in the current environmental political policy in Indonesia. The Green Siak Policy is one of the strategic policies driven by non-governmental organizations that involves various elements of society in a participatory manner. The Siak Hijau policy as a political policy is considered not to fully accommodate the interests of various parties. There are several reasons that cause this, namely

- Not all Siak Hijau action agendas in certain sectors fall under Regional Authority;
- Limited Regional Fiscal Capacity to finance the Green Siak Policy Initiative;
- Collaboration is needed to mobilize support from various parties (Program, Funding) to support Green Siak.

2 Materials and methods

This study was designed with a legal and social studies approach, therefore in the context of methodology, this study prioritizes analysis from a legal perspective and social analysis with a qualitative approach. Because the design of this study is in two perspectives, the data obtained was analyzed in two perspectives, namely a justice theory perspective and a policy theory perspective which prioritizes interpretation of research data. The material presented is comprehensively elaborated with qualitative data from in-depth interviews with research informants and the results of focus group discussions (FGD).

3 Discussion

Environmental politics is a political ideology that aims to create an ecologically sustainable society that is rooted in concern for the environment, social justice and democratic life which is built from the behavior and culture of each individual. Environmental politics is usually related to the politics of control and ownership of natural resources and trade in their products as well as how the government allocates these resources with the various policies it issues. One political expression is in the form of political parties or institutions that can influence the government's political decisions [1]. In international language it is usually called the green party. According to Paterson, environmental politics is an approach that combines environmental problems with economic politics to represent a dynamic change in tension between the environment and humans, and between various groups in society at the scale of local individuals to the transnational whole. Blake and Brookfield, environmental politics is a frame for understanding the complexity of the interconnectedness between local, national society, global economic politics and ecosystems [6]. Bryant defines environmental politics as an attempt to understand the political sources, conditions and networks of environmental change.

Rocheleau defines environmental politics as a tendency to look deeply into environmental dynamics and focus on a human system. Abe Ken-ichi defines environmental politics as a collective name for all intellectual efforts to critically analyze the problem of the accuracy of natural resources and the origins of resource destruction in a political-economic way, with the aim of obtaining academic studies or practical applications. Meanwhile, Vayda explained that environmental politics is an applied method by environmental experts who analyze policies regarding relevant environmental problems, this is what is known as 'progressive contextualization'. This approach starts with the actors, in this case the direct users of natural resources, and considers the context in which they act or do not act in a particular way with respect to a natural resource. Observing different social and environmental scales, environmental politics explains at least two different research areas. First, research into contextual sources of environmental change that examines the general influence of the environment on a country, relations between countries, and global capitalism. Second, the research area seeks to identify a location from specific aspects regarding environmental change, namely by studying conflicts over access to environmental resources [7]. Jon Schubart states that political ecology tries to explore four things [3], namely (a) how social structure and nature determine each other, and how both shape access to natural resources, (b) how constructed concepts of nature and society determine human interactions with the environment, (c) connections between access to and control over resources and environmental change, (d) social outcomes of environmental change.

3.1 Green Siak policy as a political policy

It cannot be denied that the Green Siak policy is a political policy born from the vision and mission of the Siak regional head. The incarnation of this policy is outlined in regional regulations and regulated in more detail in the policies of regional apparatus organizations which are superimposed on the regional planning and development agency (BAPPEDA) program. This policy is considered quite ambitious, but many parties support this policy because it encourages environmental sustainability in every program formulated. The parties who support and are involved in the green siak policy are as follows:

- Regional Government, specifically found in 12 regional apparatus organizations; Bappeda, Environmental Agency, BPBD, Tourism, Agriculture, Food Security, Industry, MSME Cooperatives, Fisheries & Livestock, PUPR, Capital Investment, and Village Community Empowerment.

- Sedagho Siak Forum (22 NGOs that joined; Fitra Riau, Perkumpulan Elang, Kalaulahari, Walhi, YMI, LPSEM, TERAS RIAU, SART, Kaliptra, RWWG, JMGR, SENDS, YEZ, Winrock, LTKL, Econusantara, SPKS, Madani, Greenpeace, Koaksi, CSF, Rainforest Alliance);
- Private Sector (5 companies joining; RAPP, Arara Abadi, Sinas Mas, Musimas, Wilmar).

The Siak Hijau policy in the current environmental politics in Indonesia has become a barometer of the success of regional governments in encouraging the achievement of the SDGs. The Siak Regency Government is one of the areas that has been used as a pilot area in environmental preservation and community involvement in the Green Siak policy. The Green Siak Policy issued by the Siak Regency Government has officially been in place for approximately three years since the issuance of Regent Regulation No. 22 of 2018 concerning Green Siak Regency. The green district in question is a district that encourages sustainability and sustainability principles in the use of natural resources (SDA) and improving the community's economy. This policy has made Siak Regency a district that has been highlighted by various parties, from local to national and even international levels. The Green Siak Policy is considered a development model at the district level which can be a solution to environmental problems as well as social problems and community welfare.

Some good initiatives carried out by the regional government in relation to the implementation of the Green Siak policy include the establishment of the Agrarian Reform Task Force (GTRA) team, distribution of Agrarian Reform Object Land (TORA) to the community, environmentally friendly peatland management and protection policies, facilitation good practices in smallholder oil palm plantations and other initiatives. Facilitation of increasing people's management space is also a big agenda in the implementation of Green Siak, the release of TORA and Social Forestry in several villages has been a positive achievement while this policy was being rolled out. All the good initiatives that have been carried out are also supported by various parties who are members of the Siak district development partners, one of which is Sedagho Siak along with 20 NGO institutions as members.

During the three years since, the implementation of Green Siak has faced several obstacles both within the government and outside the government. One thing that is visible is the weak budget support in the Regional Revenue and Expenditure Budget which is relevant to the implementation of Green Siak. The FITRA Riau study stated that spending specifically oriented towards the implementation of Green Siak is only 2 percent to 3.1 percent of total regional spending. With the support of a small budget, the implementation of Green Siak in the future will be difficult to carry out in a sustainable manner. Meanwhile, all the good initiatives that have been carried out by the district government need budget support to continue running and provide real benefits for the community.

Apart from the small budget support in the Regional Revenue and Expenditure Budget for implementation, another challenge is the internalization of the Green Siak policy in the work plans of regional apparatus organizations (OPD). Policies that are still at the regent's regulatory level are considered not strong enough to intervene in development planning in the RPJMD which is the reference for OPD in preparing strategic plans and work programs. Apart from that, from several discussions held by the Elang Association with OPD, it appears that the Green Siak policy is understood to be limited to policies related to tree planting or reforestation activities.

3.2 Gender responsive budgeting and ecological budget transfers

The Beijing Conference has declared that governments have an obligation to promote equality, development and peace for all women everywhere in the interests of humanity [8].

The gender mainstreaming program is one initiative aimed at achieving this goal. Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming outlines Indonesia's commitment to gender mainstreaming. In order to ensure that men and women gain equal advantages from policies and programs in every development sector, gender mainstreaming is a technique to include the concerns and experiences of both genders as a crucial component. The desire for more gender-sensitive or gender-responsive budgeting is a result of this strategy. The cross-sectoral nature of government initiatives that aim to accomplish the economic and social transformations required to reach the Sustainable Development Goals (SDGs) and green or climate-friendly economic growth fits ideally with gender-based budgeting or fiscal policy [9].

A crucial component of monitoring the execution of an ecological fiscal transfer is the allocation of government funds [10]. Which programs need to be increased, decreased, discontinued, developed, or even have their reach expanded is determined by the budget. An effective advocacy process or policy intervention can be achieved by going over budget items and contrasting them with other related budget items in ecological policy, in this case ecological protection. The budget is a very important state instrument, and reflects state policy priorities, both in the economic, ecological and social fields. The budget can be a benchmark for the government's commitment to certain issues. Thus, countries that are committed to gender equality tend to demonstrate this commitment in the form of gender-sensitive budgets. State budgets are not gender neutral, budgets have different impacts on men and women, and can reflect the distribution of power in society, as well as socio-economic disparities.

A type of government reform to improve resource allocation and promote prosperity is gender justice-oriented financial management [11]. A budget is an organized summary of all the things an organization does during a given time frame. All kinds of organizations, both non-profit organizations and commercial institutions with an emphasis on profit-making, require budgets. The institution's requirements, vision, and mission will guide budgetary decisions. An company can forecast income, manage funds, and assist in making decisions by using a well-planned budget [12]. The greatest and most precise budget specifics can be obtained by budgeting with a clear vision in mind.

According to the United Nations Development Agency's (UNDP) gender equality index, Indonesia is rated third in ASEAN and 103rd out of 162 countries. This indicates that women continue to fall behind men in the domains of education, health, politics, and economics, according to the reality conditions in the field today. Gender equality must be applied in all spheres of life, including finance. Gender in financial management should be considered as extra information to improve and level the playing field in government finances, not as something apart from development planning and budgeting. According to Elmhirst [11], the Ministry of Finance in Indonesia must so push for the inclusion of gender-responsive budgeting in regional financial management reforms.

Fiscal transfers/ecological budgets (TAE) are financial tools that are used to offset opportunity costs related to land use restrictions for the preservation of biodiversity, protection of watersheds, and disposal of waste. They are also used to encourage the establishment of new urban protected areas and associated programs that deal with solid waste management [13]. Among the economic instruments available for biodiversity conservation, ecological fiscal transfers and payments for environmental services (PES) use payments as incentives to protect the environment [14]. TAE provides financial incentives and compensation to local governments affected by land use restrictions caused by hosting protected areas, while PES provides financial incentives to private resource users to protect the environment. More precisely, PES "can take the form of market-based or government-financed payments made largely to land users and, thus, private actors at the property level" [14], and TAE "represents public transfers between different levels of governance,

compensating state or local governments for conservation costs at a decentralized level” [14]. Thus, when protected areas are created, TAE is preferred to compensate decentralized governments for land use restrictions and incentivize them to create more protected areas.

The OECD also mentions the significance of TAE to the environment. This highlights TAE as a significant example of environmental fiscal reform. Additionally, because Brazil was the first nation to implement the program and each states were free to select their own criteria, it makes it possible to look at intriguing trends in order to comprehend TAE and how it affects land use policy. The primary goal of the TAE program, which was first implemented in Brazil's Paraná state in the early 1990s, was to provide compensation to underprivileged counties that house federal and state protected areas.

The collection of districts is subject to various land use regulations. The original purpose of TAE was to provide compensation to local governments whose territory contain protected areas. This concept has evolved throughout time and encouraged local governments to establish additional protected zones. Three distinct justifications for adopting TAE [14]. First, the majority of nations embrace the subsidiarity principle in their environmental policies, meaning that local governments are responsible for paying for the preservation of biodiversity. TAE's responsibility in this instance is to reimburse local government expenses [4].

3.3 Case in Siak Regency

In Siak district there is a policy called Siak District, Green District, where the implementation approach is through multi-party mutual cooperation, including the expected participation of women. The Siak Regency Government has provided performance incentives for the TAKE program as a stimulus to encourage village performance in 2022 amounting to 3% of ADK, namely IDR. 3,408,000,000 given to 48 villages with different incentives depending on village conditions, the highest incentive is IDR 310.9 million and the lowest is IDR. 87.8 million. It is hoped that this budget allocation can be used to finance programs/activities that contribute to improving the economy and reducing poverty in line with environmental preservation.

4 Conclusion

As a political policy, the Green Siak policy is seen as the right policy and needed by the country. This policy is able to encourage the involvement of various stakeholders to participate in making existing policies a success. This involvement can be direct or indirect. However, this policy is not yet gender responsive because the involvement of women's groups is still very limited. The participation of women's groups is still low and men's dominance in this policy is very strong, as a result this policy is considered a patriarchal political policy.

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