



INDONESIA

Men's Engagement in UNFPA Indonesia Programming

Strengthening understanding, capacity and policy to transform
inequitable and unhealthy gender attitudes and norms



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UNFPA has been unequivocal in its commitment to addressing gender inequality in its development and humanitarian work. Over time, UNFPA's global, regional and country teams have agreed on the need to involve men and boys in every aspect of the organization's work. Working with men is vital for ensuring Gender Transformative Programming (GTP) across all programme areas. This approach means challenges and structures that reinforce men's advantages can be examined and addressed, and those that support gender equality can be strengthened.

Throughout its Eighth Country Programme (2011-2015) UNFPA Indonesia has built a substantial record of activities and partnerships to ensure that men and boys are systematically taken into account and involved in its programmes on sexual and reproductive health (SRH) and gender equality. This booklet outlines the key achievements and processes in this effort, and identifies key lessons and ways forward for UNFPA Indonesia's work to engage with men.

WHAT IS GENDER TRANSFORMATIVE PROGRAMMING?

In an effort to address pervasive gender stereotypes, promote shared power, control of resources and decision-making, and support women's empowerment, UNFPA Indonesia aims to implement programmes that have a transformative impact on gender roles. Gender Transformative Programming (GTP) addresses institutional, social and cultural dynamics that influence the behaviours and vulnerabilities of women and men in Indonesian society. A critical part of this approach is engaging men and boys as *partners and agents of change in support of gender equality* and addressing negative forms of masculinities that promote violence and conflict.

The problem with gender norms

Rigid norms about gender roles and identity can harm men, women and children. In situations where norms about masculinity are prevalent, men access fewer sexual and reproductive health services such as HIV prevention, treatment and support initiatives. They also do not support their partners to access vital services such as family planning and antenatal care. In some cases, men do not confront violence against women and children.

Instead, pervasive gender norms often result in men taking part in a variety of high-risk, negative and violent practices.ⁱ These behaviours can have negative consequences including:

- Increasing the vulnerability of both men and women to HIV infection, and other diseases and health problems;ⁱⁱ
- Exposing women, children and other people to violence;
- Creating a barrier to women accessing sexual and reproductive health services, as well as criminal justice and related services in cases of violence against women; and
- Damaging relationships between men and women, between parents and their children.

Indonesia's gender and development goals

Indonesia is the world's largest archipelago, made up of more than 17,000 islands. It is also the world's fourth most populous nation, and most populous Muslim-majority country, with 86% of the population identifying as Muslim. It is a secular republic, with an elected parliament and a president.

Indonesia is on track to achieve some of the Millennium Development Goals (MDGs) by 2015. According to UNDP's MDG report, Indonesia has shown improvement in narrowing the gender gap in some key areas, such as reducing gender disparity in education and literacy, increasing the participation of women in the political and legislative sectors, and developing the necessary legislation for gender mainstreaming.

But certain development challenges remain, and are marked by gender disparities. Challenges persist in levels of maternal mortality, HIV/AIDS, stunting and wasting, economic opportunities, and access to legal justice. The situation for Indonesian women varies across regions and ethnic groups. Stereotypes about the roles and status of men and women in Indonesia prevail, and significantly limit Indonesian women in reaching their full potential.

Violence against women is relatively common, but as domestic violence is considered a private matter, incidents are rarely reported. Moreover, many Indonesian women and girls, especially those from poor and marginalized communities, struggle to achieve adequate reproductive health. Family planning is almost entirely the burden of women. Data from the 2007 IDHS shows that only 1.3% of all adult Indonesian men use condoms and less than 0.3% of Indonesian men have had a vasectomy. This very low level of men's participation in family planning contributes to major ongoing development challenges related to population health, economic growth and gender equality.

Although discriminatory laws still exist, women are guaranteed equality under the Indonesian Constitution of 1945, which stipulates that all citizens are equal before the law and the Government. Additionally, an amendment to the Constitution, issued in 2000, includes the right to freedom from discrimination. Indonesia has also signed major international gender equality agreements, such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), which was ratified in 1984. However, there is still a gap between written policies and their actual implementation.



The new approach: Gender Transformative Programming

During the past 20 years, there has been growing momentum and action for engaging men and boys in the promotion of gender equality.ⁱⁱⁱ Several global agreements have recognized the importance of male participation in gender equality. The 1994 Programme of Action of the International Conference on Population and Development (ICPD) stated that productive and reproductive life requires a full partnership between men and women. More recently, the 45th session of the Commission on Population and Development on Adolescents and Youth (April 2012) passed a resolution calling upon governments 'to take measures to encourage boys and young men to take part fully in all actions toward gender equality'.

In Indonesia, efforts have been made by the Government to engage men and boys in advancing gender equality and women's rights. For example, in the late 1990s, the Ministry of Women's Empowerment (MOWE) and the Ministry of Health (MOH) introduced the 'Suami SIAGA' (Alert Husband) program that promotes husbands' involvement in pregnancy and preparation for delivery. Similarly, since early 2000 the National Population and Family Planning Board (BKKBN) has identified engaging men as a key strategy to promote family planning through the promotion of condom use and vasectomy.



Civil society groups have also been active in promoting engagement of men and boys in reproductive health and in addressing gender based violence. In addition to this substantial progress, there are other areas of development in which Indonesia can continue to promote gender equality and protect women's rights through the engagement of men and boys.

UNFPA Indonesia has built a substantial legacy of activities and partnerships to ensure that men and boys are systematically taken into account in its programmes. In particular, UNFPA Indonesia's work has established and supported platforms to strengthen and coordinate work to transform harmful behavioural attitudes and practices associated with some types of masculinity, including those relating to:

- Gender Based Violence (GBV);
- HIV/AIDS;
- The role of men in family planning;
- Strengthening men's roles in maternal health; and
- Working with religious leaders to promote responsible parenting and family welfare.

Activities and Achievements

Evidence demonstrates that gender transformative approaches, which attempt to change the underlying gender norms and values that lead to discriminatory behaviours, have a significant impact on addressing gender inequality and UNFPA priority programming areas. Getting to the foundation of why men and women behave the way they do, including traditional roles and responsibilities, provides a better opportunity to address barriers to family planning, maternal health, adolescent sexual and reproductive health (ASRH) needs, and ending Gender Based Violence. Gender relations and power dynamics tend to dictate the direction of these issues, and addressing those aspects of relationships can have a significant impact in responding to systemic problems.

To this end, UNFPA Indonesia has supported the establishment of a variety of measures to strengthen understanding, capacity and policy to transform inequitable and unhealthy attitudes and norms about gender:

1

Contributing data and analysis about men's attitudes and practices

Understanding why men and women behave the way they do in relation to sexual and reproductive health (SRH) needs and gender practices

Improved understanding about men's attitudes and practices towards contraception, ASRH services and gender relations is essential in Indonesia, partly due to the fact that men are often influential in decisions regarding women's health. To this end, UNFPA in 2014 supported the publication of an analytical report on '*Male Knowledge and Attitudes towards ASRH and Gender Practices*'. UNFPA supported a team of researchers connected with the National Population and Family Planning Board (BKKBN) to produce a report based on the 2012 Indonesia Demographic and Health Survey (IDHS). Through advocacy and technical support, UNFPA was able to expand the focus of the research from male contraception to also focus on men's socioeconomic and demographic characteristics in a range of ASRH-related issues. Accordingly, the completed report will provide empirical data to assist regional, provincial and national governments in their policy-making, programming and decision-making processes with baseline data on men and masculinities that will also be useful for monitoring and evaluating sexual and reproductive programmes.



2

Engaging and motivating religious leaders

Raising the issue of engaging men among Muslim groups and leaders

Religious leaders in Indonesia provide the moral framework for many individuals and families. Accordingly, religious leaders often have knowledge and insight into family lives in their communities that Government bodies and NGOs lack about decision-making within families, communication between husbands and wives, and men's and women's roles in childbearing. Recognising the powerful ways that religious leaders influence community attitudes and behaviour, UNFPA supported BKKBN to develop an advocacy plan and training materials on "Islamic Perspectives on Male Involvement in Family Planning, Maternal Health, Parenting and Prevention of Gender Based Violence". The activities undertaken to produce the strategy and materials included broad consultation between UNFPA, BKKBN and numerous prominent religious groups.



3

Strengthening men's roles in maternal health and family planning

Revitalizing the national family planning programme to address men's roles as partners

BKKBN is the only Indonesian governmental body with a specific sub-directorate focused engaging men in reproductive health. UNFPA assists BKKBN to coordinate and strengthen the participation of men in family planning beyond the narrow area of vasectomy. In addition to ongoing capacity development and technical support, UNFPA is supporting BKKBN to strengthen men's roles in maternal health and family planning through the development of a *'Policy Brief on Male Involvement and Family Planning'* (2014-15).



4

Reducing sexual transmission of HIV by targeting High Risk Masculinities (HRM)

Addressing structures, norms and practices of masculinity, rather than suggesting that men themselves are the problem

In most parts of the world, HIV is primarily transmitted through unprotected sex, and involves men in occupational groups known or suspected to be frequent clients of female sex workers (FSW). This is the case in Indonesia, where men displaying risky behaviours – High Risk Masculinities (HRM)¹ – represent an important 'bridge' between FSW, one of the population sub-groups in which the HIV/AIDS epidemic is currently concentrated, and the general population.

Since 2012, UNFPA has supported the National AIDS Commission (NAC) to strengthen its HIV/AIDS Prevention through Sexual Transmission programme so that it includes a strategy to engage with men. In particular, UNFPA supported NAC to expand guidelines to look at HRM through complementary guidelines, with a separate strategy for Men who have Sex with Men (MSM) and HRM groups. Not only does this focus attention on the underlying drivers of risky behaviour, it also avoids homogenizing what is a diverse group of men, in terms of occupation as well as age, ethnicity, educational and marital status, and differences in sexual practices.

UNFPA also supported NAC to develop a 12-district programme to pilot HRM programming activities, and to support integration of concepts around engaging with men into a 10-city

¹ The high-risk men initially identified were 'mobile men with money' i.e. men working in construction, mining, oil and forestry industries, and migrant workers. During the course of 2012-14, however, UNFPA successfully advocated for NAC to shift from describing its target population as 'high-risk men' and instead identified 'High Risk Masculinities' as a priority.



programme of activities on HIV prevention through sexual transmission. This was the first time in Indonesia that HIV prevention activities had been developed over a comprehensive multi-city programme to emphasize these concepts while being tailored to the needs of local HRM. This support in 2014 culminated in the successful incorporation of the 'positive masculinities' concept in Indonesia's 2015-2019 HIV and AIDS National Strategy and Action Plan, and its accompanying guidelines.

5

Enhancing policy and frameworks to reduce violence against women



Strengthening national and sub-national capacity for addressing Gender Based Violence by developing guidelines for working with men

The Ministry of Women's Empowerment and Child Protection (MOWECP) has long recognized the need to partner with men to achieve gender equality and eliminate Gender Based Violence (GBV). By 2008, MOWECP had led the discussion on perpetrator rehabilitation and funded a CSO initiative in Yogyakarta for working with young boys and men during the 16-day End Violence Against Women (EVAW) campaign. In 2010, MOWECP developed the draft policy paper for engaging with men in combating violence against women.

During 2011-2014, UNFPA worked with the Government of Indonesia to strengthen the national coordination mechanism for addressing GBV by supporting MOWECP and the National Commission for the Elimination of Violence against Women (Komnas Perempuan). However, it was through UNFPA's advocacy, technical support and capacity-building for MOWECP during that resulted in MOWECP finalising the '*Guidelines on Male Involvement in GBV Programming*'. This document feeds into the development of a comprehensive approach to address GBV and an anticipated ministerial decree, which is to be implemented in 2015. UNFPA will further assist this process in 2015 by supporting MOWECP to develop a concept note on engaging in and promoting adolescent sexual and reproductive health (ASRH) needs, and in addressing GBV (2015).

Key lessons



UNFPA Indonesia's experience has shown that well-targeted, focused male-involvement activities can have an impact on both male and female behaviours related to sexual reproductive health, family planning, GBV and HIV/AIDS. Feedback from partners suggests that such behaviours can include more responsible sexual behaviour, increased contraceptive use, greater communication between partners and decreased incidence of GBV.

Lessons identified from UNFPA Indonesia's efforts (2011-2014) to strengthen understanding, capacity and policy to transform inequitable and unhealthy gender attitudes and norms by increasing engagement with men in programming include:

1. Continuous dialogue with political, religious and civil society leaders is vital to create a strong foundation to engage with men on gender issues

The purpose of such dialogue is to foster shared understanding, capture ideas and perceptions, and ensure shared commitment for engaging with men in gender and sexual and reproductive health programming.



2. Technical assistance in the early stages of planning is crucial in articulating principles for engaging with men in policy and programming

The processes of engaging men in existing programmes or developing specific projects bring many challenges. UNFPA recognizes that even organizations with years of experience and demonstrated expertise working with women and women's groups need additional skills and resources to successfully and safely engage men. With this in mind, UNFPA has recruited highly experienced international and national consultants to work with MOWECP, NAC and BKKBN to articulate and incorporate these principles and approaches in programming.

3. The development of awareness and campaign materials that reflect images of positive masculinity and men's engagement as partners with women will promote the involvement of men as supportive partners and proponents of gender equality and women's rights

Modest changes in programme operations can be implemented by governments and NGOs at low cost to make existing advocacy and educational activities and services more 'male-friendly' through promoting positive images of masculinity and being more supportive of participation by couples. Information, education and communication (IEC) programmes must be tailored to male audiences, since men are not a homogeneous group and must be differentiated; they also differ from women with respect to their knowledge of contraceptive methods, information sources, media use and motivational factors.

4. Continued capacity development and technical assistance is needed for a core group of leaders and influencers

Because engaging with men on gender and ASRH issues is a long-term process of social change, it is necessary to support and cultivate the skills and leadership of men and women from the national partners. UNFPA supports targeted capacity-building among key NAC, MOWECP and BKKBN leaders and influencers, including support for participation at international conferences and workshops on men and masculinities.

5. Engaging men requires a multifaceted, comprehensive and systematic approach

Implicit within UNFPA Indonesia's programming approach is the recognition that men have multiple roles to play in challenging harmful gender norms and changing their practices: as partners who support women's SRH needs, as clients of sexual health and HIV prevention services in their own right, and as agents of, and advocates for, gender change in their communities. Accordingly, UNFPA aims to engage men using a mix of strategies through policy, NGO/CSO outreach and community mobilization, as well as behavioural change communications.

The way forward for engaging men at UNFPA Indonesia

UNFPA Indonesia is now recognized by partners and a number of CSO/NGO stakeholders as one of the lead UN agencies working to engage with men through gender transformative programming through ongoing commitment to evidence-based policy support and leadership in the strategic coordination of these efforts in Indonesia. New developments in Indonesia, such as the National Decree on Male Involvement in GBV, now provide new opportunities for further development of innovative programming to support national policies that integrate men's and boys' involvement in gender and Adolescent Sexual and Reproductive Health (ASRH) issues. UNFPA will additionally leverage Government of Indonesia (GOI) resolve in this area by:

- **Coordinating the exchange of programme experiences and lessons learned by convening a *National Reference Group on Men's Engagement***

This group is intended to create an enabling environment in Indonesia for people and organizations to build partnerships, learn from each other and coordinate targets and activities; support the scale-up of programmes that have a track record of success, including programmes strengthening engagement with men in family planning, GBV, and HIV/AIDS; identify and disseminate best-practice activities and standards in Indonesia; and share project design, greater disclosure of data and results, enhanced participation, and coordinated monitoring and supervision.

- **Scaling up technical and financial assistance to partners to support inclusion of male involvement principles during the drafting and implementation of the National Medium Term Development Plan (RPJMN 2015-2019)**

UNFPA will support national partners to articulate and develop policies that integrate engagement with men and boys in overall gender and development work. Government agencies must be supported to develop and articulate national policies, including in the RPJMN 2015-2019 and mainstream principles of men's and boys' involvement in complementing overall efforts towards gender equality, equity and development.

- **Helping strengthen partner capability and accountability on men's engagement through expanding NGO and CSO engagement, and leveraging appropriate social movements**

UNFPA will engage more closely with the NGO/CSO sector to address technical and strategic gaps in current partnerships, and to mitigate concerns about this new approach. In this way, UNFPA will continue to deepen its support for improving the enabling environment for gender transformative programming in Indonesia.

- **Driving innovation in gender transformative programming by working with a broad range of stakeholders, particularly religious leaders and youth**

UNFPA will explore opportunities to adapt and expand successful programmes and develop innovative programming, increase successful outreach with religious leaders, and enhance ASRH programmes by specifically addressing the needs of boys and young men.





- **Integrating gender transformative programming principles and specific targets and activities in work plans with partners**

UNFPA Indonesia's effectiveness in supporting programme activities to work with men and boys on gender equality and sexual and reproductive health will be optimised by working to ensure that partners take ownership of the gender transformative programming agenda.

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(Endnotes)

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