



Gender Mainstreaming in Indonesia: The Strategies and Challenges in Realizing Gender Equity and Equality

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Abstract. This article discusses the Indonesian Government's strategies and challenges in realizing gender equity and equality. The research method uses a literature review. Data analysis uses the Miles and Huberman interactive model. The research found that the Indonesian Government implemented the strategies of gender mainstreaming and affirmative action to realize gender equity and equality. In addition, the Indonesian Government developed a gender analysis tool called Gender Analysis Pathway in 1998, followed by gender integration in policy documents, starting from the Outline of State Policy for 1999-2004, the National Development Program for 2000-2004, and the National Medium-Term Development Plan 2010-2014 to 2020-2024. Operationally, in 2000, the Indonesian Government issued a Presidential Instruction on Gender Mainstreaming in National Development, a circular letter from four ministers on Accelerating Gender Mainstreaming through Gender Responsive Planning and Budgeting, a Village Law that mandates the internalization of gender in village development, and a draft presidential regulation on accelerating gender mainstreaming. The Indonesian Government's challenges to realizing gender equity and equality are political commitment, technical capacity, accountability, and organizational culture. Therefore, the Indonesian Government must develop its capacity and culture to produce policy, managerial, human resource, and product innovations supporting gender equity and equality.

Keywords: Gender Mainstreaming, Gender Equality, Government Capabilities, Government Culture, Indonesia.

1 Introduction

The 5th goal of the Sustainable Development Goals is to achieve gender equality with the hope that no one will be left behind. The Indonesian government has succeeded in increasing the Gender Development Index in 2021 by 91.27 percent to 91.65 percent in 2022, while the Gender Empowerment Index also increased from 76.26 percent in 2021 to 76.59 percent in 2022. However, Indonesia's Global Gender Gap at the international level fell from 86th place in 2020 to 101st in 2021 [1]. The UN estimates it will take around 135.6 years to close the gender gap. The most significant contributors to the gender gap are the political empowerment indicators (score 0.164 and rank 92) and economic participation and opportunities (score 0.646 and rank 99) [1].

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There are several reasons why gender-responsive governance is essential. First, empowering women in the economic sector significantly impacts a country's welfare [2] [3] [4]. Second, the achievement of gender equity and equality has not been evenly distributed in various regions [5], [6]. Third, practices of gender discrimination in various parts of the world still occur, starting from stereotypes (negative labeling), sub-ordination, double burden, marginalization, and gender-based violence [7]. Fourth, a national and international mandate exists to realize gender equity and equality [8].

Therefore, the government needs to develop strategies so that gender discriminatory practices can be overcome [9]. According to [10], the government must be dynamic in facing demands for change, one of which is the demand to realize gender equity and equality as mandated in Goal 5 of the SDGs. Even though realizing gender equity and equality is not easy, especially in a country that adheres to a patriarchal culture [11], ideas about gender have developed from a traditional perspective to a more fluid role [12]. This article discusses the strategies and challenges of the Indonesian government in its efforts to realize gender equity and equality. Gender equality means that men and women can develop optimally without obstacles, while fairness means that men and women have different needs that must be met [13].

2 Research Methods

The method used is a literature review of Indonesian government policies. Data analysis uses the Miles and Huberman interactive model.

3 Result and Discussion

3.1. Regulatory Mandatory

Implementing policies that promote better regulations is crucial for advancing public governance. Such policies enhance the rule of law by improving the appeals system and fostering transparency. This, in turn, boosts quality of life and social cohesion by incorporating feedback from regulated parties and streamlining processes for citizens. Governments facing crises can benefit significantly from effective regulations, while ineffective ones can hinder recovery, stifle growth, and exacerbate issues like climate change, as well as erode public trust [14][15].

In Indonesia, the government introduced the Gender Analysis Pathway in 1998 and subsequently incorporated gender considerations into various policy documents, including the Outlines of State Policy (1999-2004), the National Development Program (2000-2004), and the National Medium-Term Development Plans (2010-2014 to 2020-2024). Operationally, in 2000, the Indonesian government issued a Presidential Instruction on Gender Mainstreaming, a circular letter from four ministers on Accelerating Gender Mainstreaming through Gender Responsive Planning and Budgeting, and enacted a Village Law mandating gender integration in

village development. Additionally, a draft presidential regulation on gender mainstreaming acceleration has been proposed. To achieve gender equity and equality, Indonesia employs two main strategies: Gender Mainstreaming and Affirmative Action.

The basis for implementing gender mainstreaming for each Ministry/Institution is regulated through Presidential Instruction Number 9 of 2000. Ministries/Institutions in planning, implementing, monitoring, and evaluating must be gender-oriented by their respective areas of duty, function, and authority. There are four strategies for implementing gender mainstreaming, including:

- a. gender mainstreaming is a strategy to integrate gender into development;
- b. gender is integrated into the entire development cycle;
- c. gender mainstreaming aims to achieve gender equity and equality; and
- d. gender equality in access, participation, control, and benefits.

Affirmative action refers to policies and practices within governments or organizations that favor those who are underrepresented because of harmful discrimination. This strategy for eliminating negative discrimination is temporary so that no one will be left behind. Women's leadership programs, scholarships for women, and disability awareness are an example of affirmative action that the government can take.

3.2. The Implementation of Gender Mainstreaming in Indonesia

Gender mainstreaming is a strategy designed to incorporate gender considerations into all aspects of planning, budgeting, implementation, monitoring, and evaluation of development policies, programs, and activities [16]. The term 'gender perspective' refers to the approach of analyzing how gender affects opportunities, social roles, and interactions within society. This perspective enables individuals to conduct gender analysis and integrate gender considerations into every proposed program, policy, or organization. In a rapidly evolving governmental environment, it is crucial for the government to adapt and create more gender-responsive policies [17]. Gender mainstreaming in Indonesia is vital for ensuring that the impacts on both women and men are assessed in any planned actions, including laws, policies, or programs at all levels. This strategy aims to integrate the concerns and experiences of both genders into the design, implementation, monitoring, and evaluation of policies and programs, ensuring equal benefits for all and addressing disparities [18][19][20]. Implementing gender mainstreaming in Indonesia involves meeting seven key prerequisites.

- a. Commitment-related strategic plans, work plans, and guidelines for gender mainstreaming.
- b. Policies related to regulations, strategies, programs, implementation guidelines/ technical instruction.
- c. Institutions contain gender working groups or gender focal points.
- d. Gender mainstreaming requires human resources, budget, and infrastructure.
- e. Sex-disaggregated data to identify gender issues becomes important in gender mainstreaming.

- f. Gender mainstreaming requires gender analysis tools.
- g. Society Participation

Furthermore, the final prerequisite is community participation from academics, gender experts, universities, local government, etc. The national strategy to accelerate gender mainstreaming through gender-responsive planning and budgeting is carried out in three parts.

- a. The National Development Planning Agency (namely Bappenas) evaluated gender mainstreaming in 18 selected ministries/institutions, seven provinces, and seven districts/cities in 2007;
- b. Gender mainstreaming acceleration done through a gender-responsive budget (GRB) pilot and gender mainstreaming policy was first integrated into the planning and budgeting system (National Mid-term Development Plan 2010-2014);
- c. The pilot on gender-responsive budgeting included in 2010 gender responsive budgeting was tested on seven pilot ministries and institutions, namely three Ministries/Institutions driving Gender Responsive Planning and Budgeting plus four Ministries/Institutions as executors/service delivery.

In 2012, a gender-responsive budget was implemented in 28 Ministries/Institutions and ten provinces (through deconcentration funds from the Ministry of Women's Empowerment and Child Protection (namely KPPPA), and then in 2014 gender, responsive planning and budgeting was implemented in 34 provinces and 36 Ministries/Institutions.

3.3. Indonesia Does Gender Budget Tagging

Gender-responsive planning is expected to produce a budget where budget allocation policies are prepared to accommodate men's and women's different needs. [13]. The Government can use gender-equitable budgeting to advance equality through financial policies by analyzing budget impact evaluations on men and women. This can start by combining different approaches in the overall policy process. The Gender Budget is an essential instrument for achieving gender integration and ensuring that progress made by the government provides equal benefits for men and women. In addition, the government can also use the budgeting process to advance equality by implementing gender-equitable budgeting. Gender budgeting ensures that financial commitments align with gender commitments [21].

The Gender Budget Statement at Indonesia's central government level stems from a 2009 regulation (Permenkeu No. 119/PMK.02/2009) that introduced "gender-responsive budget analysis tools" into the budgeting process. Since then, the Ministry of Finance has annually issued circulars outlining the procedure for ministries and government agencies to submit their work plans and budgets. These circulars mandate all institutions to prepare a gender budget statement, following the format of the performance-based budgeting system introduced by the central government in 2010 [22]. Gender budget tagging is implemented to ensure the integration of gender into

the planning and budgeting processes across Ministries/Institutions, with the goal of enhancing both development and budget performance for greater gender equality.

Gender Responsive Budget (GRB) marking is the process of tagging the output details (RO) in the Ministries/Institutions Work Plan Documents (ministry/institution work plan) as a form of Ministry/ Institution commitment to supporting gender mainstreaming in development. Regulation of the Minister of National Development Planning Number 1 of 2021 requires Ministries/Institutions to prepare work plans by ensuring the accuracy of budget tagging, which includes Nawacita, National Priorities, Priority Programs, Priority Activities, Priority Projects, Major Projects, President's Promises, and Thematic (State Revenue and Expenditure Budget Support) as well as ensuring the readiness of the required supporting documents. Gender Responsive Budget (GRB) tagging is part of thematic tagging (State Revenue and Expenditure Budget Support) with the condition that the documents are complete in the form of a Working Terms of Reference accompanied by a Gender Budget Statement (GBS). GRB marking identifies programs/activities/output details of Ministries/Institutions related to efforts to increase gender equality and women's empowerment.

3.4. Indonesian Government Rewards

The Parahita Ekapraya Award (APE) is a form of recognition of the commitment and role of the leadership of ministries or institutions and regional governments to realize gender equity and equality through gender mainstreaming strategies. APE was provided by the Ministry of Women's Empowerment and Child Protection (KPPPA) for the first time in 2004. Providing APE begins with each agency filling in the evaluation formula for gender mainstreaming implementation in its region or environment via an application. Gender mainstreaming is the basis and indicator for monitoring and evaluating the implementation of development for women's empowerment and child protection. Then, KPPPA carried out verification by forming an independent team. Field verification through an independent verifier team is carried out to look more deeply, thoroughly, comprehensively, and objectively at data and information related to the results of implementing the gender mainstreaming strategy based on form entries. Data and information submitted by agencies can be used as a basis for carrying out strategic, planned, effective, and efficient steps in accelerating the realization of just and equitable development, both for women and men, by implementing the gender mainstreaming strategy [23].

Indonesian government provides rewards "Anugerah Parahita Ekapraya (APE)"- 2020 for 308 Ministries/Institutions or 53%. APE is an award the president gives to ministers or regional heads who have implemented gender mainstreaming. APE is classified into four categories. The highest category is APE Mentor. APE Pratama assessment based on the availability of seven gender prerequisites for mainstreaming. APE Pratama category is accepted by eight provinces, 88 regencies, and 24 cities (39%). The second category is APE Madya, which is given based on the availability of seven gender mainstreaming prerequisites and key prerequisites implemented by

most organizations. Six Ministries, four Provinces, 63 Regency, and 28 Cities received the APE Madya or 33%. The third category is the APE Utama assessment based on the availability of seven gender mainstreaming prerequisites, key prerequisites implemented by most organizations, and seven essential prerequisites. It has become institutionalized and a culture, systemized, a key performance indicator, and has an impact. 23% (13 provinces, 40 regencies, and 19 cities) received this award. The last one is APE Mentor, the highest in a category based on the availability of seven gender mainstreaming prerequisites, key prerequisites implemented by most organizations, and seven essential prerequisites. It has become institutionalized and a culture-systemized key performance indicator and has an impact; gender mainstreaming accelerated innovation. Only five percent get an APE mentor, seven Ministries, four Provinces, three Regencies, and one City.

3.5. The challenges for the Government in Developing Gender Responsiveness

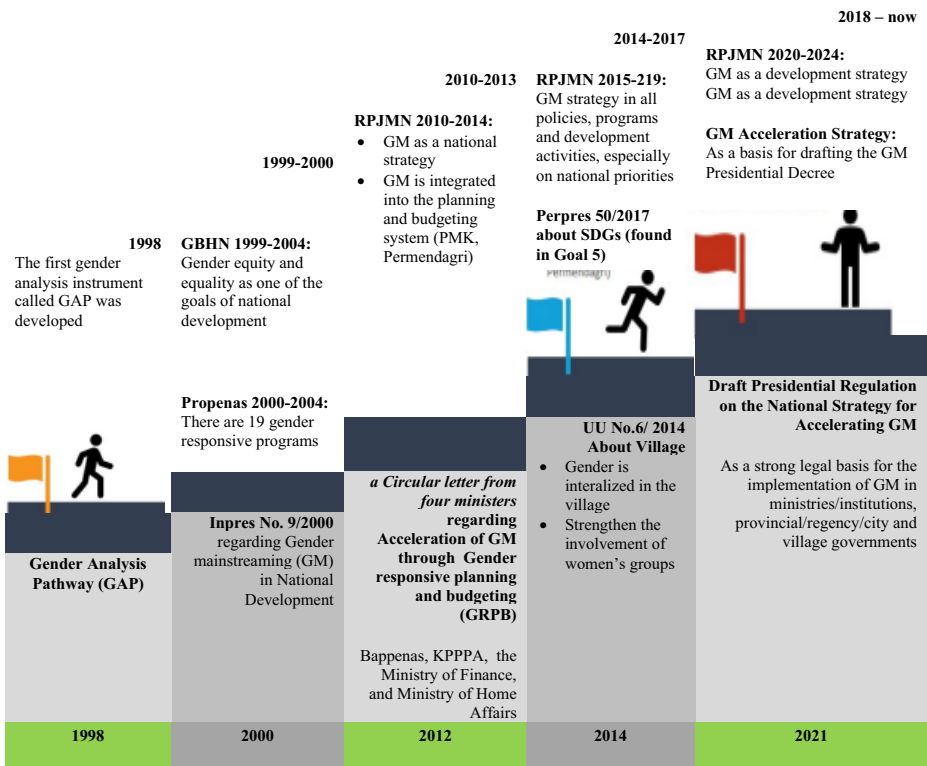
To implement the gender mainstreaming strategy, the government needs a strong institutional framework and robust mechanisms so that Ministries/Institutions are equipped to promote gender equality in an effective and coordinated manner. When these ministries, policies, and programs fully integrate gender considerations into work, they will produce better and fairer policies for men and women, contributing to good governance. Gender mainstreaming ensures that development projects and policies support gender equality and women's empowerment. It is a theory and practice that requires gender integration and incorporating intersectional issues into every development project design and implementation stage. However, in reality, the gender gap that continues to occur reflects the gender inequality that underlies society and is shaped by norms that continue to impact the low status of women in various areas of life. Gender inequality and social norms limit opportunities for women and girls, while the infrastructure and services provided rarely consider the different needs of men and women, thus perpetuating gender-based disadvantage. Gender bias is exacerbated by the low participation of women in leadership and decision-making [24] [25].

There are four challenges for the government in developing gender responsiveness. First is political commitment. It is not evenly distributed and is limited to fulfilling administrative requirements. Changes in the political system in Indonesia, which is democratic and decentralized, where regional autonomy is sometimes not in line with the central government, and the central government has no control over the local government. Several ministries/institutions have built capacity and developed a roadmap for gender mainstreaming.

Second, technical capacity, related to limited human resources to implement the gender mainstreaming strategy. Information and education communication modules have not been used optimally because there is no coercive mechanism. Gender mainstreaming auditors need to be encouraged to carry out their duties in integrating gender into their supervision.

Third, accountability organizational mechanisms to ensure the implementation of gender equality are still not evenly distributed across all institutions. The organization's capacity is limited in preparing and reviewing gender-disaggregated program targets and objectives and conducting gender-responsive policy evaluations. Organizations have also been unable to develop gender equality accountability (namely LAKIP) (integrate gender in input, output, and result indicators in accountability reports).

Finally, organizational culture has not implemented norms, ethics, or rules that regulate organizational behavior patterns that support gender equality. It needs to start from the best-prepared unit to implement the gender mainstreaming strategy and then expand to other units. These organizations often have not developed a climate of openness and gender equality mechanisms. Gender issues have not been internalized in program planning meetings, guidelines for implementing planning budgeting have not been prepared, and so on.



Source: Sulistyaningrum, 2021

4 Conclusion

The research found that the Indonesian Government implemented the strategies of gender mainstreaming and affirmative action to realize gender equity and equality. In addition, the Indonesian Government developed a gender analysis tool called Gender Analysis Pathway in 1998, followed by gender integration in policy documents, starting from the Outline of State Policy for 1999-2004, the National Development

Program for 2000-2004, and the National Medium-Term Development Plan 2010-2014 to 2020-2024. Operationally, in 2000, the Indonesian Government issued a Presidential Instruction on Gender Mainstreaming in National Development, a circular letter from four ministers on Accelerating Gender Mainstreaming through Gender Responsive Planning and Budgeting, a Village Law that mandates the internalization of gender in village development, and a draft presidential regulation on accelerating gender mainstreaming. The Indonesian Government's challenges to realizing gender equity and equality are political commitment, technical capacity, accountability, and organizational culture. Therefore, the Indonesian Government must develop its capacity and culture to produce policy, managerial, human resource, and product innovations supporting gender equity and equality.

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