

# Policy and Planning of Responsive Gender Budgeting Model in Indonesia

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## Abstract

The study's objective was to analyze the influence of Responsive Gender Budgeting Policy and Planning (PPRG) in regional development. This research is quantitative descriptive. The data collection was done using questionnaires, analysis of related documents, including; RPJMD (Regional Medium-Term Development Plan), RKPD (Regional Development Working Plan), and APBD (Regional Government Budget) from 2012 to 2017, as well as conducting Focus Group Discussions (FGD) with Local Governments, NGOs and academics. The results of the study indicated that there was considerable segregation in the government and society regarding to responsive gender policy and budget assessments. Secondly, in the budgeting preparation, there was no application of gender analysis in the form of GAP (Gender Analysis Pathway) nor GBS (Gender Budget Statement) while the government had lacks of understanding on PPRG resources. Third, there was a correlation between two independent variables namely the policy of linearity above 0.578 and planning at 0.079 on development equality.

**Keywords:** Policy, Budgeting Process, Responsive Gender, and Development.

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## 1. Introduction

The development of human life quality is a continuous effort made by the government in order to achieve a better life. This development effort is intended for the benefit of the entire population without sex discrimination. Though, it is evitable, in the implementation there are still groups of people who are fall behind in achieving their life quality.

The most important issue that hinders the efforts to improve the equal life quality is the development approach that ignores gender equality and justice issues. All this time women participation in the implementation of development programs is still not optimal. It is mainly due to the low quality of women resources that make them unable to compete in various fields with their equal peers. Gender inequality or gender discrimination is a result of social structures/ systems.

In 2000, 189 UN members agreed on the Millennium Declaration to implement the Millennium Development Goals or MDG's by setting success targets in 2015. There were eight key commitments established and agreed upon in the MDGs, one of those is to encourage gender equality and justice as well as women's empowerment (Third goal of MDG's).

As part of the world community, Indonesia participates in carrying out its commitment by encouraging development efforts towards gender equality. Therefore, the government is committed to implementing the Millennium Development Goals (MDG's) with one of its targets, by eliminating gender inequality at the primary and secondary education levels in 2005, and at all levels of education no later than 2015. In response to the issue, government has issued an instruction in INPRES No. 9 of 2000 concerning Gender Mainstreaming which aims to reduce the gap between Indonesian women and men in accessing and obtaining development benefits as well as increasing their participation and mastery of the development process.

The Presidential Instruction No. 9 of 2000 is about the implementation of Gender Mainstreaming (PUG) in the Medium-Term Development Plan of 2010-2014 as one of the main streams that must be implemented in development in addition to sustainable development and good and clean governance mainstreaming. To maximize the operational of the PUG strategy, the Minister of Finance Regulation (PMK) was issued in 2009, namely PMK No. 119 of 2009, PMK No. 104 of 2010, PMK No. 93 of 2011, PMK Number 112 of 2012, and PMK No. 94 of 2013 concerning the instructions for preparing and reviewing Work and Budget Plans of State Ministry or Institution (RKA-KL) and Preparation, Review, Endorsement and Implementation of DIPA (Budget Implementation Registration Form) at the central level.

The regulation is the basis for developing Gender Responsive Planning and Budgeting (PPRG). This PPRG is a national strategy to accelerate gender mainstreaming that has been confirmed through a Joint Circular (SEB) between four Ministers, they are the Minister of National Development Planning/Head of Bappenas No 270/M.PPN/11/2012, Minister of Finance with No: SE.33/MK .02 /2012, Minister of Home Affairs No: 050 / 4379A/SJ and Minister of Women's Empowerment and Child Protection No SE 46/MPP-PA/11/2012 concerning National Strategy for Accelerating Gender Mainstreaming (PUG) through Gender Responsive Planning and

## Budgeting.

In local regions, the implementation of PPRG has actually been mandated in Permendagri (Home affairs regulation) No. 15 of 2008 concerning General Guidelines for Implementing PUG in the Regions, but the affirmation to the implement PPRG through new gender analysis is stated in Permendagri Number 67 of 2011 as Amendments to Permendagri Number 15 of 2008. The Minister of Home Affairs explained the stages of implementation of PUG ranging from Planning, Budgeting, Implementation, Monitoring and Evaluation. The implementation of this PUG strategy also refers to Home affairs regulation No. 54 of 2010 concerning the Implementation of PP No. 8 of 2008 about Stages of Procedures for Preparation, Control and Evaluation of the Implementation of Regional Development Plans and Permendagri Number 13 of 2006 about Regional Financial Management juncto Permendagri No. 59 of 2007 concerning Management Regional Finance.

In its implementation, budget planning is allegedly still using an old pattern and has not been separated from arrogance and is dominated by the executive and legislative (Rusmiwari, 2012). The involvement of community, especially women, is still very low or evens none (Rusmiwari 2011). Meanwhile, according to Setyawan (2011) the involvement of women in budgeting is the right of women to demand an open access in making budget decisions. The question is, has the government allocated budget for women according to the basic needs of women? This is a very important to note because gender-based budgeting and policies will have significant influences on socio-economic growth both micro and macro. In addition, gender-based policies and drafts will have a significant influence on the growth and improvement of the quality of human resources in the region / country concerned (Rakauskiene & Krinickiene, 2015).

Setyawan (2011) stated that the reality of the position and role of women in various regions is still considered low and needs attention, including in Malang, East Java, Indonesia. This was later reinforced by his findings in 2017 that there was no equal opportunity between women and men in regional policies and budgeting. It cannot be proven that in the planning and budgeting process they consider the assumptions and impacts of gender. It can be seen from the lack of implementation of gender mainstreaming instruments as stipulated in the Minister of Home Affairs Regulation Number 67 of 2011 concerning Amendments to the Minister of Home Affairs Regulation No. 15 of 2008 concerning General Guidelines for Implementing Gender Mainstreaming in the Regions (Official Gazette of the Republic of Indonesia Number 927 of 2011).

Furthermore, to realize a more equitable budget, there must be an exploration process that is separated from the existing system regarding the patterns that have been carried out by the Regional Government. The ultimate goal is not to demand specific plans and budgets for women that are separated from men, but rather a framework or analytical tool to realize justice in the acceptance of development benefits without gender discrimination. The realization of Gender Equality and Justice (KKG) is marked by the absence of discrimination between women and men in gaining access, opportunities to participate, and control over development and obtaining equal and fair benefits from development.

Based on this background, it is deemed necessary to have an overall approach relating to the implementation of ideas, planning and execution of an activity within a certain period of time related to policies, processes of gender responsive planning and budgeting in Malang. And next to find out how to create and compile instruments to overcome the gaps in access, participation, control and benefits between women and men in the implementation of development so as to give birth to equality between men and women.

## 2. Method

Based on the Population and Civil Registration Agency (DISPENDUKCAPIL) statistical data of 2018, the population of Malang reaches 820,243 inhabitants consisted of 404,553 male and 415,690 female. It shows that female population is bigger than male population, and if it is supported by the quality of good human resources, it will certainly become a very significant development potential. Therefore, based on the population, this research is very relevant to be carried out in Malang, East Java, Indonesia, to see the extent to which gender-based budgeting policies and planning are implemented.

This type of research is a quantitative descriptive. The research analysis unit is the relevant Regional Work Unit (OPD) and NGOs (Non-Governmental Organizations) which included Malang Women Crisis Center (WCC), Indonesian Women's Home Workers Partner (MWPRI) Malang, the Women's Partner Room (RUMPUN). The data collection techniques were carried out through (1) documentation studies covering theories, strategic policy documents of Malang, namely; RPJMD 2012-2017, RKPD, APBD and the report documents for the preparation of statistics and gender analysis, (2) Focus Group Discussion (FGD) with several parties including the Regional Government, NGOs and academics, and (3) distributing questionnaires to relevant parties.

## 3. Results

In general, the implementation rate of the ARG (Gender Responsive Budget) Policy carried out by the Malang Government tends to be low. This is obtained from the empirical mean value (25.43) which is lower than the

hypothetical mean (27.5). The level of implementation of the ARG policy which tends to be low is unfortunately also accompanied by poor budget planning. The value of the empirical mean of Planning (31.70) is lower than the hypothetical mean (32.5) which indicates that subjects are generally not maximal in planning. However, the claims described in the Empirical Mean of prosperity (38.10) is higher than the hypothetical mean (35) which indicates that gender-based welfare should be achieved in Malang.

In the Normality test, the data distribution is quite normal except for one variable, the policy variable that touches the minimum number (0.005). This shows that there is data segregation in regards to the understanding of OPD on Gender Responsive Budget policies. In a different test, there was considerable segregation between poor municipalities and civil society represented by civil society organizations. These three variables have significant differences (Sig <0.025) between OPD and civil society represented by OMS (Local Community Organization). This shows that there has been a unilateral claiming from Malang. To reveal this, the researchers tried to collect the picture of the field observation data as follow:

### 3.1. Influence of Policy on Equality

The results of the analysis show that there is a policy influence on equality. Reviewing the basis of hypothesis determining to the policy made by the government, it must have implications or have a positive impact to the needs that lead to community equality (in Wahyudi, 2008) so there should be a positive relationship between policy and welfare. A well-prepared policy should also produce a good level of equality.

This research revealed that there were some less optimal efforts in the formulation of public policies before becoming a legal policy product. It can be seen from the different tests carried out by researchers which indicated a significant re-existence of segregation regarding to the answers of OPD and the answers of civil society represented by OMS. This shows an indication of neglecting the participation and interests of the community, especially women. This can be seen from the observations of how the reflection of the policy is not aligned with what is needed by the community, but only the interests of the policy makers themselves. So that the participation of women has the legitimacy to always demand for their rights.

For example, in Regional Regulation No. 5 of 2010 concerning the RPJPD (Regional Long-Term Development Plan) of Malang, there is very little mention on gender issues. In the draft of Regional Regulation there is no specific analysis and description of the problem as follows:

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|--|
| <p>9. Women role empowerment is directed through:</p> <ol style="list-style-type: none"><li>Improving women in all development sectors</li><li>Declining the violence intencity againt women and children</li><li>Strenghtening institution and gander mainstream network in the region</li><li>Stimulating an ideal family through Family Planning (KB)</li></ol> |
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**Picture 1. RPJMD 2013-2018 of Malang**

Source: [barenlitbang.malangkota.go.id](http://barenlitbang.malangkota.go.id)

The above data is in contrary to the facts found in the field. The observations found that not all OPDs were responsive enough to the community's gender based needs for instance the lack of OPD attendance at the Preparation Meeting of Women's Thematic MUSRENBANG (Development Planning Discussion) in the City Hall organized by BARENLITBANG or Planning, Research and Regional Development Agency. There were very few OPDs attended to listen to the needs of civil society. This causes both definitive and quantity contradictions from social protection for women themselves.

In addition, based on the case data reported by women to Rumpun, MWPRI, and WCC, Dian Mutiara Malang showed that there was very little involvement from OPD in helping the problems faced by the community. As an example in the case of handling the MWPRI homeworkers, it revealed the lack of participation from the Manpower Office, they argued that the labor registration function was not in the Malang Manpower office but in the Province level. This has greatly affected thousands of homeworkers and also domestic workers in Malang, who are mostly women.

Another example in handling violence case, the WCC Dian Mutiara reported that there were 75 cases in a year that could not access justice due to the absence of post mortem funds. This also becomes a problem that is thrown by the relevant OPD such as the Health Service, and the DP3A (Women Empowerment and Children Protection Agency). This finding illustrated that the less optimal policy has had a significant impact on the inclusive development process for all parties including women.

In the observation results it was also seen similarities with the results of the analysis, in the stages of policy making for instance, the formulation stage has an important urgency for the community to be actively involved and free to express their interests in order to become a truly pro-gender budget (both men and women). The stages in policy formulation according to Nugroho (2011), among others:

1. Problem Formulation; to be able to formulate public policies properly, public problems must be well recognized and defined.

2. Policy Agenda; not all public problems will be included in the policy agenda. A problem to enter the public agenda must meet certain conditions.
3. Selection of Alternative Policies to Solve Problems; after public problems are well defined by policy makers, they agree to include the problem in the policy agenda. The next step is to make problem solving.
4. Policy Determination Phase; after one of the alternative policies is decided to be taken, as a way to solve the problem, the final stage is the determination of the problem, so that it has binding legal force (in the form of a Regional Regulation).

But the facts showed that the Problem Formulation has not been maximized because not all gender-based problems were understood by the government; this can be seen from the segregation of different tests that occurred in this study. There were fundamental differences understanding between Malang Government and civil society. This caused the policy agenda less maximized and not all public issues were merged in the policy agenda.

In the FGD attended by representatives of OPD and OMS, it revealed the fact that most Malang OPD did not understand the concept of gender so that they were unable to translate the national policies into regional policies. Furthermore, there was stigma among OPDs that gender matters were only the responsibility of the DP3A so that other service agencies tended to ignore the importance of ARG. From this, it can be summarized that the policies that were carried out in less maximal way ultimately affected the welfare.

### 3.2. *Effect of Planning on Equality*

The results of the analysis showed that there is an influence of planning on equality due to the linearity test above the number 0.005. The plan of income and expenditure of a region for one year (1 period) was stipulated by the Regional Regulation, so it could be said to be a public policy because it was made and implemented by local regulations. Another term for the APBD (Regional Government Budget) is the public budget. We can see how the "face" of government in one year, reflected through the APBD. In fact, there is only few of Malang policies in the 2013-2018 periods which specifically target Gender problems.

The RPJMD in chapter 6 contains strategies and direction of policy and only discuss gender issues four times. The un-responsive to gender discussion showed a low understanding of gender analyzes eventhough it is a basic right for people including women who have not been touched in the budgeting process. There are three basic rights of the community in the budget process, namely:

1. Political rights, is the right of the community to be involved in the budget process starting from the process of drafting, validating, implementing and accountability.
2. Information rights, is the right of the community to access and know public documents (data and information) about the administration of government, including data and information about the budget.
3. Allocation rights, is the right of the community (sectorial or territorial) to get the allocation of funds from the budget.

As quoted from the first year research in Batu, the government is obliged to fulfill the rights of Economy, Social and Culture (EKOSOB) for every citizen. But if the rights have not been fulfilled, then the community needs to fight for it. In fighting for allocation rights, the community has two ways, first is the political right and second is the information right, (SMERU, 2005., 2006 and Fahrojih, et al, 2005).

The state guarantees the political rights of every citizen, both men and women, to be involved in every stage of the APBD cycle. In particular, Article 25 point (a) of Law No. 12 of 2005 concerning the Ratification of the International Covenant on Civil and Political Rights states that "every citizen must have the right and opportunity, without any distinction to participate in the implementation of government affairs, either directly or through freely chosen representatives". This also applies to women citizens who have been marginalized and neglected, so women have a tendency to be vulnerable in society (Diani, 2017).

Furthermore, Article 139 Paragraph (1) of Law No. 32 of 2004 concerning Regional Government state that "the community has the right to provide input orally or in writing in the context of preparing or discussing the law draft." The legal status of the APBD is the regional regulation which proves the guarantee of community participation in each stage of the APBD cycle. In order to fight for allocation rights, the community must utilize the guarantee by being actively involved in every stage of the APBD cycle. This needs to be done because the official way of participation by the community is still focused on Development Planning Discussion (MUSRENBANG) activities starting from the village / Regency to the up level of the city / district level. After the MUSRENBANG, the community participation is considered to be absent.

However, as stated above, the lack of participation of OPD in MUSRENBANG is same as the minimum involvement of community participation after MUSRENBANG. As stated by Nila Wardhani from the Women's Partner Room, the involvement of women so far is not exactly the main target and tends to be elitist. Women have so far been represented by PKK (Family Welfare Coaching) cadres who do not all have adequate understanding of gender.

Quoting from RPJMD 2013-2018 of Malang, the discussion about gender tends to be very general as in the following table:

Goal	Target	Strategy	Policy Direction	Policy Direction				
				2013	2014	2015	2016	2018
Realization of Women empowerment and protection	Increasing the empowerment and protection of women and children	Enhancement of the empowerment and protection of women and children	the empowerment and protection of women and children	the empowerment and protection of women and children	the empowerment and protection of women and children	the empowerment and protection of women and children	the empowerment and protection of women and children	the empowerment and protection of women and children

**Picture 2. RPJMD 2013-2018 of Malang**

Source: barenlitbang.malangkota.go.id

This concludes that in these last 5 years there have not been specific targets that Malang government wants to achieve dealing with gender issues. Even in the RKPD (Regional Development Work Plan), the budget to improve women's lives is quite low for about 2.1 billion rupiahs, and 40% of it is allocated for Dharma Wanita empowerment, and PKK (RKPD Malang).

Some people represented by OMS said that the gender responsive budget was claimed to have been implemented but with minimum budget allocation it is not on the right target because it only enters a small group of women. Here is the start of ineffectiveness of inclusive equality in all genders because the budgeting is not maximum.

Capacity building and community work skills in the tobacco industry and / or tobacco producing industry of raw materials through training in Malang design and batik motif skills	250 people	Malang	Women around Cigarette company	252,000,000.00	DBHCHT
Fostering skills and work ability of the community in the tobacco industry and / or regions producing tobacco as industry of raw materials through skills training in making cookies and various foods	250 people	Malang	Women around Cigarette company	248,000,000.00	DBHCHT
Facilitate children's forum	200 people	Malang	All children in Malang	125,000,000.00	
Strengthening Children's Friend telephone (TESA)	75 people	Malang	Students and Counseling teachers	50,000,000.00	
Facilitate Child-friendly city (KLA)	2 activities	Malang	Related SKPD	100,000,000.00	
Facilitate Children protection agency	2 activities	Malang	LPA and NGO	50,000,000.00	
Facilitate PKK one movement Day	1 activity	Malang	Information enterprise owners	70,000,000.00	
Facilitate the supporting aspect of women's empowerment	3 days	Malang	PKK teams activities	100,000,000.00	

**Picture 3. RKPD 2017 of Malang**

Source: barenlitbang.malangkota.go.id

In addition; these facts were also found in the results of the FGD attended by the representatives of DPO and OMS. It was revealed the fact that the planning in Malang was not right on target in involving women. So far the city government of Malang has indeed spent a large portion of women's funds for the PKK, even though according to Mr. Fahmi Fauzan from the Prevention and Disaster Handling Agency, the PKK displayed a more bureaucratic face than the woman's face and so far Malang government has not yet involved the representation of women as partners in gender responsive budget planning. So the problem that becomes the focus of Malang has not specifically described the problem. And the projects which carried so far have not been able to answer the problems of women as a whole. So, a less maximal planning ultimately has caused less optimal equality.

### 3.3. The comparison of Policies, Planning and Impact of Equality in Malang and Batu

In these last two years, significant similarities has been shown in the two cities despite of different methodologies. The process of planning and budgeting with responsive gender has not been carried out to its full potential both in the cities. Even in the APBD, there were lack of budgets that specifically accommodate the interests and needs of women.

In Batu planning and budgeting process, the preparation cannot be proven by considering the assumptions

and impacts of gender. This is evidenced by the lack of implementation of gender mainstreaming instruments as stipulated in the Minister of Home Affairs Regulation No. 67 of 2011 concerning Amendments to the Minister of Home Affairs Regulation No. 15 of 2008 concerning General Guidelines for Implementing Gender Mainstreaming in the Regions (Official Gazette of the Republic of Indonesia Number 927 of 2011). This also happened in Malang with the lack of achievement of empirical figures in planning implementation which only reached 32.5.

The research results in Batu showed that the Working Group of PUG was not functioning at the Regional Government level and Focal Points at the OPD level. The budgeting also did not use gender analysis in the form of Gender Analysis Pathway and Gender Budget Statement. In fact, these instruments would become a formal evidence of gender responsive planning and budgeting for local governments.

Similar thing also happened in Malang, in the normality test on policy variables, the data distribution is in a minimal amount, indicating the existence of understanding segregation between inter-regional DPOs in Malang. Even in some data factors, Batu is more specific in gender responsive budgeting.

#### 4. Conclusion

Based on the overall analysis of this study, it is illustrated some new facts which can be summarized as follows:

1. Based on the comparison of hypothetical and empirical data, the mean empirical policy variable (25.43) is lower than the hypothetical mean (27.5). The value of the empirical mean of Planning (31.70) is lower than the hypothetical mean (32.5) which indicates that the subject is generally not maximal in policy and planning. However, the claims reflected in the Mean Empirical Equality (38.10) show higher numbers than the hypothetical mean (35), it means that gender-based equality in Malang City should be well achieved even though the gender responsive of Local Government planning and budgeting process have not been proven implemented optimally.
2. In the Linearity test, it is found that there is a correlation between two independent variables, namely the policy has a linearity of 0.578, and the planning is 0.079 on equality.
3. The first two variables are policy and planning that get low norm values, namely 25.43 in Policy Variables and 31.70 in planning variables. This illustrates how policies and planning are still low specifically in targeting gender issues. This is what influences budgeting in Malang.
4. Both quantitative analyses on OPD, OMS, and observations to the data studies show that women are still not represented proportionally, and only represented by some elitist women. This is why budgeting is not optimal and not on target.
5. In the data of planning and budgeting process, the preparation cannot be proven by considering the assumptions and impacts of gender. This is proven by the lack of implementation of gender mainstreaming instruments as stipulated in the Minister of Home Affairs Regulation No. 67 of 2011 concerning Amendments to the Minister of Home Affairs Regulation No. 15 of 2008 about General Guidelines for Implementing Gender Mainstreaming in the Regions (Official gazette of the Republic of Indonesia Number 927 of 2011) .

The results of this study indicate that there is a considerable segregation in the government and society regarding policy assessments on gender responsive budgets. In addition, in the formulation of the budget also does not use gender analysis in the form of GAP (Gender Analysis Pathway) and GBS (Gender Budget Statement) because the results showed a lack of understanding of OPD related to the instruments, in fact, these instruments will become formal evidence of gender responsive planning and budgeting for local governments.

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