

Administrative Pitfalls in Gender Mainstreaming Practices: Learning from 3 districts: Jepara Regency, Pati Regency and Pemalang Regency

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Abstract

The gender mainstreaming (GM) policy was released 24 years ago. However, on the way, it still has not had a significant impact on the realization of gender equality and justice. In fact, in many cases, there has actually been an increase in violence against women and children in Indonesia. This article aims to explore the context behind the birth of regulations on gender mainstreaming in three districts (Pemalang, Pati, and Jepara) and to examine the effectiveness of the implementation of gender mainstreaming in the three districts. This article uses qualitative methods and field research. This article reveals several findings, including: First, the biggest challenge in implementing gender mainstreaming lies in the commitment and capacity of system actors in gender mainstreaming in each district; Second, the commitment of policymakers has not been accompanied by effective implementation and monitoring and evaluation. Therefore, it is necessary to bridge commitments, regulations, and policy implementation so that the implementation of gender mainstreaming is not trapped in formalities and even tends to be normative-administrative. More than that, gender mainstreaming must have an impact on gender equality and justice, disability, and inclusivity in society with its original goal.

Keywords: *Technocratic Administration, Effectiveness, Gender Mainstreaming (GM) Policy, Implementation of Gender Mainstreaming*

INTRODUCTION

The United Nations has established International Women's Day since 1975. Since then, gender injustice has become a public issue recognized by almost all western countries and requires public participation to address it. (Lomazzi and Crespi 2019) Gender mainstreaming is a process as well as a strategy to integrate the needs and experiences of men and women, people with disabilities by paying attention to social class, regional location, age, ethnicity into the development process in various fields of life and development to realize gender justice and equality. (Presidential Instruction No. 9 of 2000) Meanwhile, the conception of gender mainstreaming according to the United Nations Economic and Social Council is

Article History

Submitted:

Nov 4, 2024

Reviewed:

Nov 21, 2024

Approved:

Dec 20, 2024

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policy, or program, in all areas and at all levels. The main goal is to achieve gender equality" (Rekha and Gupta, 2006).

There is no significant difference between the concept of gender mainstreaming used by the Indonesian government and the definition formulated by the United Nations. (Payne 2014) However, both have the same goal, which is to realize gender equality. Nonetheless, gender mainstreaming was adopted as a key strategy to promote gender equality at the fourth World Conference on Women in 1995. Gender mainstreaming involves all important areas of concern at the conference including poverty, human rights, the economy, violence against women and armed conflict. In addition, the Beijing Platform Action (*Beijing Platform Action*) affirming that gender analysis must be carried out in accordance with the situation and the contribution of men and women before formulating policies and programs. (Rekha and Gupta, 2006) (Lomazzi and Crespi 2019)

In general, the gender gap still exists in the world. About 2.4 million women do not get equal rights in the economic field and still face obstacles in participating in social, political, and economic fields. (Heinzel, Weaver, and Jorgensen 2024; World Bank 2020b) In the Indonesian context, the gender gap can be seen from the 2022 Gender Inequality Index (IKG) of 0.459. (Central Statistics Agency 2023) There are three aspects that can be seen to measure the Gender Inequality Index, namely the reproductive health dimension, the empowerment dimension and the labor market dimension. (Central Statistics Agency 2023) (Lusiyanti 2020) Development participation in the marine sector is still dominated by men (64%) and women (36%). (Rosyada, Setiani, and Juanita 2022); (Mustakim 2021) The digital divide between men and women is caused by a lack of affordability and digital literacy (Bahri 2023).

Gender mainstreaming plays an important role in policymaking, as the impact of government policies will be felt differently between men and women. (Bustamante and Navia 2023) Women's involvement also greatly determines the success of development. Rosyada's research explained, "*Acknowledging women's contributions, building women's trust and giving women's voices to participate in local community planning processes creates greater opportunities for issues of concern to women to be included in the development agenda.*" (Rosyada, Setiani, and Juanita 2022) Legally, formal legality, gender equality and justice were fought for in the 1999-2004 GBHN by Khofifah

Indar Parawansa, the Minister of State for Women's Empowerment at that time (Ministry of National Development Planning and Fithriyah, 2017; Santoso 2016)(*Presidential Decree No. 5 of 2010 concerning the 2010-2014 RPJMN*, 2010).

The Government's commitment under the leadership of Abdurrahman Wahid is continued through the issuance of Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming in National Development which instructs the implementation of gender mainstreaming in all ministry offices and non-ministerial government agencies. This Presidential Instruction contributes to integrating gender mainstreaming in development. After the issuance of this Presidential Instruction, gender mainstreaming began to be included in planning documents such as RPJPN and RPJMN (Santoso, 2016) which regulates at the central level and the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 15 of 2008 was then perfected by Permendagri number 67 of 2011.

Philosophically-sociologically, the implementation of gender mainstreaming in Indonesia is important because there is still a gap between men and women. This is evidenced by the disparity in the conditions of men and women in the Gender Inequality Index in Indonesia (IKG) in 2023 was 0.447, which decreased by 0.012 compared to 2022 of 0.459. The aspect that still needs to be highlighted is the aspect of reproductive health, namely 0.258 proportion of women aged 15-49 years who give birth for the first time less than 20 years and 0.126 proportion of women aged 15-49 years who give birth not in health facilities; In terms of the number of people who continue their high school education and above, there is still a gap between men and women, and the labor market where the female labor force participation rate is 54.52% while the male is 84.26%. (Central Statistics Agency, 2023) On the other hand, the data on violence against women is still high. Komnas Perempuan released data on 339,782 complaints of gender-based violence cases in 2022.(Komnas Perempuan, 2023). Not only mainstreaming gender in the field of basic social services, there is a need to Addressing religious inequality as a blind spot in international development policies that are still gender-blind (Tadros and Shutt, 2024).

Research Significance It is based on the argument that gender mainstreaming is a strategy to integrate gender into integral dimensions in the development process starting from planning, drafting, implementing, monitoring and evaluating development policies, programs and activities including access, participation, control and benefits to create gender

equality and justice. (Regulation of the Minister of Home Affairs Number 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in the Regions 2008). However, the fact is not so, there is still a gap between the central and regional governments. Therefore, this study is important to examine the extent to which gender mainstreaming policies are implemented in three North Coast areas (Jepara, Pemalang, and Pati). What are the factors that affect the success and obstacles faced by each district.

In addition to the criteria for gender mainstreaming implementation gaps, the importance of the selection of these three districts is based on three reasons. *First* All three are located in the northern coastal area of Central Java which geographically represents the west (Pemalang), central (Jepara) and east (Pati) sides of Central Java Province. *Second*, representing various levels of poverty in 2020 (BPS Central Java 2020). Jepara is in the green zone with a poverty rate (7.17 percent), Pati is in the yellow zone (10.08 percent), while Pemalang is in the red zone (19.27 percent). (Central Statistics Agency, 2021) *Third*, the Pantura area is a coastal area that has a cosmopolitan and more inclusive character but has a slow response in the implementation of PUG. These three considerations at least provide a socio-economic context for the implementation of gender mainstreaming in the three districts.

Gender mainstreaming became a state policy after the issuance of Presidential Instruction number 9 of 2000 concerning Gender Mainstreaming in National Development. This Presidential Instruction is the basis for the emergence of policies *Affirmative action* which provides access for women to take part in public spaces, such as the Election Law. This policy emerged in the era of Gus Dur at the proposal of various women's organization groups. Among the women leaders who participated in pushing for gender mainstreaming policies were Nursyahbani Katjasungkana, founder of the Legal Aid Institute of the Indonesian Women's Union for Justice (LBH APIK), Secretary General of the Indonesian Women's Coalition and Kalyanamitra, Musdah Mulia as a representative of Fatayat NU, Aisyiah and interfaith women's groups. This group is considered to have a strong influence and interest in realizing gender mainstreaming policies in Indonesia. (Achidsti, 2021)

A search of literature about GM found Widjajanti M. Santoso's writing in his book entitled, *Gender Research and Mainstreaming: An Introduction*. This book captures gender mainstreaming policies in Indonesia in terms of concepts, formal legal foundations and technical procedures, especially in research, but there has been no discussion of field

implementation studies, especially in the three districts. (Santoso, 2016) In an article by Francesca Scala and Stephanie Paterson entitled, *Perception of the Role of Bureaucracy and Gender Mainstreaming in Canada*, showing that gender mainstreaming continues to be applied unevenly, both within and across countries. (Scala and Paterson, 2017) Another article written by Bianka Vida is titled, *Framing and Policy Resistance: Gender Mainstreaming in Horizon 2020*, published in *European Journal of Women's Studies*, found that gender mainstreaming scholars in the European Union (EU) consistently highlighted disappointing gender mainstreaming implementations. This research is a case study in the European Union while the researcher will study cases in Indonesia, especially three districts in Pantura, Central Java. (Vida, 2020)

The practice of gender mainstreaming is also applied in International Institutions as written in the article Seema Arora-Jonsson, Bimbika Basnett Sijapati entitled, *Disciplining Gender in Environmental Organizations: Texts and Practices of Gender Mainstreaming*, she examines the extent to which gender is practiced in international organizations on an ongoing basis. Gender has been integrated into organizational policies but there are gaps in practice on the ground. (Jonsson and Sijapati, n.d).. This research was conducted in the context of the implementation of gender mainstreaming in international institutions International Forestry Research Centre (CIFOR), while the researcher researched the implementation of gender mainstreaming in three districts (Jepara, Pati, Pemalang).

The impact of ignoring the perspective of gender mainstreaming in development can result in a deterioration in the quality of life of society, especially women as the most vulnerable group as described in the article Wenham C, Nunes J, Correa Matta G, de Oliveira Nogueira C, Aparecida Valente P, et al. entitled, *Gender mainstreaming as a pathway for sustainable arbovirus control in Latin America*. This article finds that gender is often overlooked as a contextual factor for vector control efforts including arboviruses in health. (Wenham et al. 2020) This article is a case study of the implementation of gender mainstreaming policies in Latin America in the health sector, while the researcher will examine the implementation of gender mainstreaming that has been regulated in the rules and examine the effectiveness of implementation in three districts in Central Java, Indonesia. (Wenham et al., 2020)

Based on the literature review, the differences between these three districts are the starting point for writing this article why the implementation of gender mainstreaming is different from each other. Therefore, this article will answer the following questions: what is

the context behind the birth of gender mainstreaming regulations at the district level?, how effective is the implementation of gender mainstreaming in the three districts of Jepara, Pemalang and Pati?; and what are the differences and similarities in the implementation of gender mainstreaming in the three research areas?

This article is a field research using a qualitative data collection method and relying on a focused interview and discussion model, with the stages of desk review and instrument preparation, in-depth interview, data analysis, focused discussion, and research report preparation.

DISCUSSION

Gender Mainstreaming Implementation in Indonesia: Learning from Three Districts

The implementation of gender mainstreaming in Indonesia requires seven prerequisites, namely commitment, policy, human resources and budget, institutions, analysis methods and tools, disaggregated data and community participation. (Indra Kertati 2022) Tangible forms of the government's commitment to implement GM include gender integration since the formulation of the vision and mission of regional heads, RPJPD documents,¹ RPJMD,² RKPD,³ KUA⁴ and how much is the budget allocation that is gender-responsive. (Mastuti 2006) Based on the results of the study of the planning documents of the three districts, the issue of gender gap has been included as a strategic issue⁵ in the RPJMD document of Pemalang Regency, Jepara Regency. In contrast to Pati Regency, it only implicitly mentions the issue of gender mainstreaming in the sub-issues of Human Resource Quality Development, Poverty and Social Welfare. This is related to the low IPG in Pemalang and IDG in Jepara Regency. Among the 3 districts, Pati Regency has the highest IDG compared to Jepara and Pemalang. Beyond that, it is also closely related to

¹ RPJPD stands for Regional Long-Term Development Plan

² RPJMD stands for Regional Medium-Term Development Plan

³ RKPD stands for Regional Government Work Plan

⁴ KUA stands for General Budget Policy

⁵ Strategic issues are problems or conditions that must be considered in development planning because of their significant impact on the region/community in the future. The analysis of strategic issues is an important and very decisive stage in the development planning process and is outlined in planning documents (RPJPD, RPJMD, RKPD).

the issue of sensitivity and commitment of local governments to include gender in strategic development issues.

The concept and model of Gender Responsive Budget that has been practiced in Indonesia so far still refers to the pattern developed by Debbie Budlender and Rhonda Sharp. The concept of gender-responsive budgeting, according to both, is:

"A gender-responsive budget is not a separate budget for men and women, but a strategy to integrate gender issues into the budgeting process and translate the government's commitment to realizing gender equality into budget commitments. That a gender-responsive budget consists of a set of tools/instruments for the impact of government spending and revenue on gender."
(Mastuti, 2006)

There are three categories of government spending that are gender-responsive. **First** Gender Specific Budget (*Specifically targeted*), targeting certain gender groups in society. For example, the budget allocation for adolescent girls' reproductive health. **Second** Budget for Affirmative Action (*Affirmative Action*) and Gender mainstreaming institutions, budgets to encourage equal opportunities for men and women in public office or government settings. For example, the allocation of political education budget for female legislative candidates. **Third** Budget for Gender Equality in all sectors, impacting both men and women. For example, the budget allocation for the construction of waterways and healthy sanitation (Budlender, Sharp, and Allen, 1998; Mastuti, 2006).

In practice, so far there are still many assumptions from policymakers that a gender-responsive budget is a budget for women or a separate budget for men and women, there is an increase in budget allocation so that it is more burdensome for regional budgets, even though gender-responsive budgets emphasize more on the issue of equality in budgeting (Ministry of National Development Planning and Fithriyah, 2017; Indra Kertati, 2022).

There are two instruments used in gender-responsive planning and budgeting, namely gender analysis⁶ and *Gender Budget Statement*.⁷ Gender analysis can use a variety of *tool* among

⁶ The identification of gender issues is caused by the differentiation of roles and social relationships between women and men. Men and women are placed as individuals who each have different needs, experiences, problems, and aspirations. This is important to be done in order to realize equality between men and women in terms of access, participation in development, control or mastery of development resources and benefits from development results

⁷GBS, in other words, Gender Analysis Workflow is a gender analysis tool developed by BAPPENAS in collaboration with the Canadian International Development Agency (CIDA) and the Ministry of Women's Empowerment and Child Protection to help planners carry out gender mainstreaming.

others Caroline Moser, Harvard, *Gender Analysis Track* (GAP), Problem-Based Analysis (PROBA), SWOT and so on. (Regulation of the Minister of Home Affairs No. 67 of 2011 concerning Amendments to the Regulation of the Minister of Home Affairs No. 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in the Regions (Statute Book of the Republic of Indonesia No. 927 of 2011) In practice, the assistance carried out by the Ministry of Women's Empowerment and Child Protection uses GAP analysis tools. In its implementation, gender mainstreaming still faces many obstacles, such as misunderstandings related to gender understanding, gender is still interpreted by women, low commitment of policy makers, and limited human resources for planners. (Ministry of National Development Planning and Fithriyah, 2017) In line with the results of Scala and Paterson's research which found that There is no common understanding between *focal point* interviewed about GM. The concept of gender mainstreaming understood by policymakers varies depending on the perspective used. (Scala and Paterson 2017). Almost the same as the interviews conducted in Jepara, Pati and Pemalang Regencies. Not all civil servants understand the implementation of gender mainstreaming in sectoral development issues. Orsel raised three important points regarding the difference between gender mainstreaming policies and their implementation. Although men and women appear to be involved in gender mainstreaming at the least level, the presence of women as policymakers will result in deeper staff involvement (Örsel 2024).

Fulfillment of Legal-Formal Aspects Versus the Administrative Trap of Gender Mainstreaming

The practice of gender mainstreaming is said to be effective if it has met the compatibility between policies, implementers or resources and target groups, referring to David Korten's theory. (Akb and Antonius, 2008) These three aspects can be explained by the scheme of seven gender mainstreaming indicators mentioned above. This article finds that these three districts have sufficiently fulfilled the legal-formal aspects of gender mainstreaming, but in practice they still tend to be trapped in the administrative aspect, so there are still substantive matters in the regulations that have not been implemented optimally.

As an illustration, the birth of legal-formal gender mainstreaming policies in the three districts has various different contexts. The form of the policy is also adjusted to the needs

of each region. Jepara has issued a Regional Regulation on gender mainstreaming since 2015 due to the encouragement of regulations in the form of Permendagri Number 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in the Regions. Meanwhile, Pemalang only has a Regional Regulation on Gender Mainstreaming in 2022 because it follows up on the results of the evaluation recommendations for the implementation of GM, in the form of Regional Regulation number 10 of 2022 concerning the Implementation of Gender Mainstreaming. The context of the birth of this Regional Regulation is solely to strengthen the implementation of gender mainstreaming policies, because so far gender mainstreaming in Pemalang has only referred to Regent Regulation Number 10 of 2014 concerning technical guidelines for gender mainstreaming which does not have binding legal force. In addition, there is also a regulation on the Establishment of *Focal Points* at the village level, through Regent Regulation No. 7 of 2009 (Interview with Mr. Muhammad Tarom, SE. Head of PPA DinsosKBPP Pemalang, February 22, 2023).

Meanwhile, Pati Regency until now (January 2023) does not have a Regional Regulation that specifically regulates the implementation of GM, and it is only sufficient in Regent Regulation Number 82 of 2020 concerning the Implementation of Gender Mainstreaming in Pati Regency. In practice, when confirmed to the relevant parties, the driving team or driver team and gender mainstreaming working group do not have an annual work program as mandated in the rules (Interview with the Head of Social Affairs of Bappeda Pati Regency, January 4, 2023; FGD FKKG Jepara Regency, December 27, 2022).

In one of the interviews with regional planners, it was revealed that the process of preparing GAP and GBS is still relatively complicated. (Interview with Paulus, ASN of Pati Regency, not his real name, January 4, 2023). This complexity is compounded by the fact that there are still many planners who do not understand the usefulness of preparing GAP and GPS every year when preparing the Budget Work Plan (RKA). This is in line with the findings Francesca Scala and Stephanie Paterson found that there was no common view of GMs among focal points.(Scala and Paterson, 2017) Even one of the planners in Jepara Regency questioned *Reward* for Local Government Organizations (LGO) who are disciplined in implementing PPRG⁸ and consequences for LGOs who are not disciplined. So far, there has been no awareness of each LGO to prepare PPRG coupled with the absence of

⁸ PPRG stands for gender responsive planning and budgeting

consequences for LGOs who do not want to prepare GAP and GBS (Evaluation of the FGD on GENDER Mainstreaming in Jepara, Bandengan, November 15, 2022).

Data in 2020 shows that all LGO's in Jepara Regency have *focal point*. However, it is still necessary to further track the percentage of LGOs that compile and submit GAP-GBS. Often the preparation of the GAP-GBS is more due to the pressure of the Gender Mainstreaming Working Group or for the sake of the assessment of the Parahita Ekapraya Award (APE). The percentage of LGOs that have compiled GAP and GBS in Jepara Regency has reached 75 percent, Pemalang Regency 80 percent, Central Java Province has reached 100%, while Pati Regency has no known data. (Jepara Regency 2020; Pati Regency 2020; Pemalang Regency, 2020).

Nurdin's research explained that the practice of gender mainstreaming in Indonesia, which has been running for more than two decades, has not had a significant impact on changes in realizing gender equality and justice in Indonesia (Nurdin 2022). This can be seen from the high rate of violence against women and children, the high rate of poverty and unemployment experienced by women (Fadhilah, N. 2022). In addition, the low index of gender empowerment and women's representation in politics is another indicator that shows the ineffectiveness of gender mainstreaming in development. (Nurdin 2022)

Administrative pitfalls in the field of human resources

Administratively-quantitatively, the resources needed in the implementation of gender mainstreaming in three districts have been available. Starting from planners, facilitators, focal points and *Gender Mainstream Gender Champions*. However, the results of the search in the field, the role of each is not optimal. In Jepara Regency, there are claims that there are 50 PPRG planners spread across the Regional Apparatus, PPRG Facilitators 18 Personnel, 3 Gender *Champions*, Gender Mainstreaming Focal Points in each local government organization, and 4 supervisory personnel. The availability of human resources and the achievement of gender-responsive villages to support the implementation of gender mainstreaming are still lacking. Oversight of gender-responsive programs and budgets has not been carried out and audits conducted by the inspectorate are still general.

It is no different from Jepara Regency. Pati Regency claims to have 267 certified planners, 181 non-certified planners, all trained LGO planners are 448 people or about 60%, but only 12 are certified. In the field of supervision, there are only 3 people and only 1 person

is certified in the planning department of the Inspectorate, 4 gender mainstreaming facilitators have received training certificates as facilitators, but there are no facilitators from universities and community institutions. Meanwhile, there are 5 *Gender Champions* even though only 1 person has received a certificate.

Pemalang Regency has 35 certified planners out of 55 people, 55 trained Regional Planners and all Regional Apparatus have trained planners. Supervisors are still very limited, only 3 auditors in the Inspectorate. Pemalang also has 11 certified gender mainstreaming facilitators consisting of PPPA Offices, Regional Apparatus, Universities and from Community Institutions, 3 Gender Champions in the 2019-2020 period. An aspect that is still weak in the implementation of GM in Jepara and Pemalang Regencies is the aspect of supervision. In contrast to Pati Regency which conducts internal audits through the Inspectorate with a sampling test model from certain LGO's using instruments that have been provided through, PPPA Ministerial Regulation number 4 of 2014 concerning Guidelines for Supervision of the Implementation of Gender-Responsive Planning and Budgeting for Regional Governments. (Interview with Mrs. Nancy, one of the ASN of the Pati Regency Inspectorate, 2023) This raises concerns about the sustainability of gender mainstreaming practices in development (Nurdin 2022; Scala and Paterson 2017; Vida 2020).

Substantive Gender Mainstreaming: Violence Against Women Decreases, Vulnerable Groups are Served and Women's Quality of Life Improves

One of the strategic goals of gender is to realize gender equality and ensure that women, men and vulnerable groups including the elderly, children and disabilities have equal access, participation, control and development benefits. (*Regulation of the Minister of Home Affairs Number 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in the Regions*) Looking at the practice of gender mainstreaming in the three districts, from the aspect of the target beneficiaries of gender mainstreaming, it is almost even and diverse across genders, ages, regions and vulnerable groups, but has not been well consolidated, participation tends to be one-way and not yet organic so that the effectiveness has not been maximized.

In terms of services to victims of violence against women, in 2020 the number of victims of violence reported in Pemalang Regency was 80 people. The Regional Government

has facilitated the Development of the Integrated Service Center for Women's Empowerment (P2TP2) through information pick-up activities for victims in collaboration with the Pemalang Police since 2019, increasing the speed and scope of violence services for women and child victims, especially psychologist assistance, Visum Medical Service Assistance. In terms of reproductive health, Pemalang ensures that pregnant women consume FE tablets until childbirth; Elderly Health Center; Exclusive Mother-Giving and Breastfeeding Program, There are 27 village apparatus offices that have service facilities for mothers and children, 15 children's playgrounds are available and there are 26 regional apparatus that have service personnel, namely children's reading rooms in Dinpusarda and children's playrooms in 25 health centers.

Meanwhile, in Pati Regency, the number of victims of violence against women and children who reported at district-managed service facilities during 2020 was 61 reports. Pati Regency already has service facilities for victims of violence against women and children managed at the district level, including the Pati Regency Integrated Service Center for Women and Children Empowerment (P2TP2A), but it has not met the specified standards. There are three childcare centers in the Regional Apparatus environment, 59 regional apparatus locations have breastfeeding rooms, 11 children's play areas in the regional apparatus environment, and other facilities such as the Reading Corner (Pati Regency 2021).

Meanwhile, in terms of services for victims of violence against women and children, Jepara Regency claims to have a Health Technical Implementation Unit, integrated services at Kartini Hospital and Puskesmas throughout Jepara Regency, PPA Police Unit. However, this UPTD has not run optimally because it is still constrained by the formal legal aspects of the institution and does not have a standard operational procedure and is agreed upon by all parties. So that protection services for victims of violence against women and children are still not one-stop. In Jepara, there are still 58 reports of cases of violence against women and children in 2023. The accessibility of inclusive facilities in Jepara is still very minimal compared to the other 2 districts. This has been explained in research Muzvidziva that gender equality cannot be achieved without considering the issue of justice. A holistic approach is needed to promote and advocate for gender justice and equality (Fadhilah, N. 2020; Fadhilah, N., & Rohmaniyah, A., 2023). A gender perspective is essential at all levels of policy and program formulation to solve the problem of power relations and straighten out the systems

and mechanisms that produce gender injustice, not only focusing on women but also men and women, so as to produce gender-responsive policies to reduce the rate of violence against women and children (Muzvidziva 2022).

CONCLUSION

This article finds that the context of the issuance of gender mainstreaming regulations in three districts is generally motivated by the birth of GM regulations at the central level. So far, no district has drafted regulations as an initiation or innovation of regional leaders. In terms of GM implementation, it is not optimal. For example, Jepara district has a Regional GM Action Plan, but there has been no evaluation of its achievements. From the aspect of human resources, there are trained planners (Jepara 86%), PPRG Facilitators 29 people, but their roles and functions are still not optimal. Including the lack of understanding of planners regarding the urgency of GM in development. From the aspect of community participation, there are already multi-sector roles such as academics, the private sector, and community groups in the implementation of GM but they are not interconnected. In addition, there is no *cascading* (elaboration and alignment) of structured performance and vertical performance targets from higher units to lower unit/employee levels.

The results of this study recommend to the Jepara, Pati and Pemalang district governments to increase their commitment and awareness towards the implementation of Gender Implementation seriously and consistently so that it can have an impact on gender equality and justice, disability and social inclusion in the community. In addition, more efforts are needed to increase the capacity of certified inspectorate planners, facilitators, and supervisors, including multiplying gender champions from within both government and community groups.

ACKNOWLEDGMENT

Thank you to the Ministry of Religion of the Republic of Indonesia for supporting this research until retirement, UNISNU Jepara, Central Java Provincial Government, Central Java Bappeda, Central Java DPPPAPPKB, Pati Regency Regional Government, Pati Regency BAPPEDA, Pati Regency Communication and Information Office, Pati Regency

Inspectorate, Pemalang Regency Government, Pemalang Regional Social Service, Jepara Regency Government, Jepara Bappeda, Jepara DPPPAPPKB.

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