

# Formulating Innovative Policies for Advancing Gender Equality in Rural Development: A Focus on the Indonesian Agriculture Sector

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**Abstract.** Gender inequality is not only a crucial issue at the global level, but also at the national and village levels. The position of the Village is very crucial because the Village is the lowest government institution that is directly in contact with the community, so the village is the key success of development. There has been a lot of research and publications related to policies aimed at realizing gender equality at the global and national level, but very little has been discussed at the village level, especially in Indonesia. This article is expected to fill this gap and aims to develop policy innovations to realize gender equality in Indonesia's Rural Development. This research uses qualitative methods, with primary and secondary data. Primary data was obtained through observation, the author's participation in village women's activities, and interviews with village administrators. Secondary data was obtained by reviewing reputable journals and official Indonesian government documents. The findings of this research indicate that opportunities to create policy innovations at the village level are increasingly open with the passing of Law no. 6 of 2014 concerning Villages which encourages women's participation in rural development and the disbursement of village funds. This innovation was continued with the launch of Village SDGs in 2020 and Women-Friendly and Child-Care Villages (DRPPA) in 2022.

## 1 Introduction

Achieving gender equality is one of the most difficult global issues. The United Nations agency that deals with gender equality and women's empowerment, UN Women, states that it will take more than 236 years to achieve gender equality [1]. Yet without gender equality, women's labor force participation rate (LFPR) continues to be low, poverty among women is severe and development goals will never be achieved.

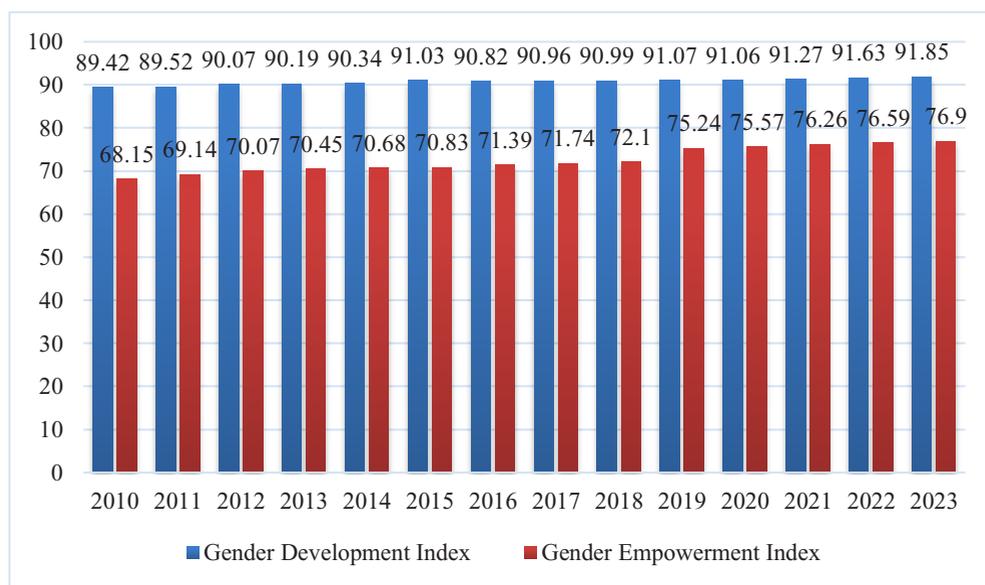
The 2022 United Nations Development Program (UNDP) report shows that globally women experience discrimination and marginalization in the fields of education, work, health and political participation. There are 1 in every 10 women living in extreme poverty (10.3%),

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and if this trend continues, it is estimated that by 2030 more than 340 million women and girls will still be living in extreme poverty. A total of 32.1% of young women aged 15 to 24 have no education, employment or training (NEET), compared to 15.4% of young men. Every 1 in 5 women is a victim of marriage under 18 years of age, and 245 million of them experience physical/sexual violence from their partners. In the field of politics and leadership, women only occupy 26.7% of parliamentary seats, 35.5% of regional government seats, and 28.2% occupy management positions in the workplace [2].

For decades, various international and regional instruments such as World Conference on Women, The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) adopted in 1979 by UN General Assembly, ILO Convention No. 190 on Violence and Harassment, Convention of Belém do Pará - The Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women held in Belem do Para, Brazil, on 9 June 1994, and The Declaration on Elimination of Violence against Women in the ASEAN which was formed by international organizations to stimulate countries to commit to realizing gender equality and as a guide for governments to commit to ensuring the fulfillment of women's rights and protecting them from various acts of discrimination.



**Fig. 1.** Indonesian GDI & GEI Trends (2010 - 2023)

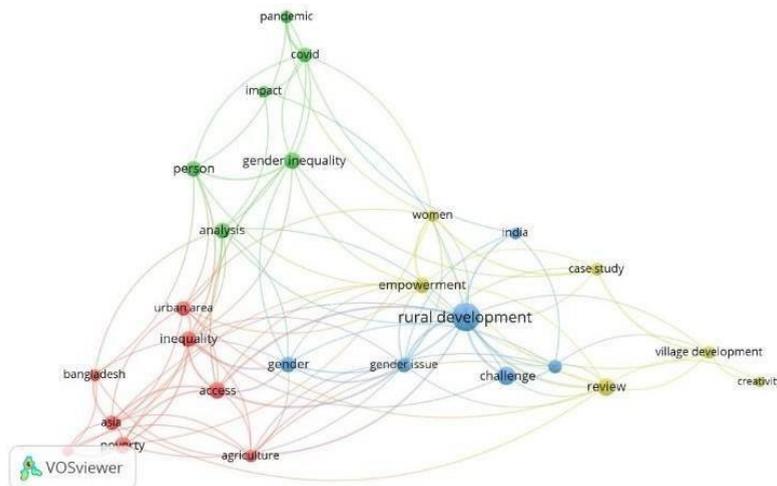
As a form of commitment to realizing gender equality, the Indonesian government has ratified CEDAW through Law no. 7 of 1984 which became a milestone for the Indonesian government to eliminate all forms of discrimination and eradicate gender inequality. However, Indonesia has not yet demonstrated optimal gender equality, this can be seen from the achievement of Indonesia's Gender Inequality Index (GII) which is still quite far from reaching 0. Globally in 2023, Indonesia will be ranked 87th out of 146 by achieving an index score. of 0.697. Indonesia's GII achievements tend to be stagnant or progress slowly, as can be seen in Figure 1 [2][3].

The trend of Indonesia's GDI and GEI in the 13-year period (2010 - 2023) can be seen in Figure 1, although there appears to be an increase, it is not a significant change and tends to be slow (on a scale of 0 - 100). The GDI score in 2010 started at 89.42 and in 2023 it will reach 91.85. Meanwhile, GEI also obtained a score of 68.15 in 2010 and 13 years later it reached 76.9 [4].

Seeing the slow progress in achieving gender equality, creative policy innovation is needed, both at the national, provincial, district/city and village levels. This article aims to

explain the Innovative Policies in Realizing Gender Equality in Indonesia's Rural Development.

Recent research activities in gender and rural development in Indonesia have shown description as Figure 2.



**Fig. 2.** The Research and Publication Trend and Mapping on Gender and Rural Development in Indonesia 2014-2024, Processed by Vos Viewer Program.

Search researcher with using the Publish or Perish program on April 30, 2024, with the keywords “Policy Innovation” and “Gender” and “Rural Development” and “Indonesia” found 200 published articles 2014-2024 and shows that lots research that discusses topic “Rural Development”. Most research and publication are on “Rural Development” which relates to issues on “Challenge” and “Gender”, but very limited discussed on Innovation Policy for Realize Equality Gender in Indonesia's Rural Development. This study aims to fill this gap and contribute to develop innovative policy as a necessary breakthrough to overcome the problem of gender inequality in Indonesia’s rural development.

## 2 The Literature Review

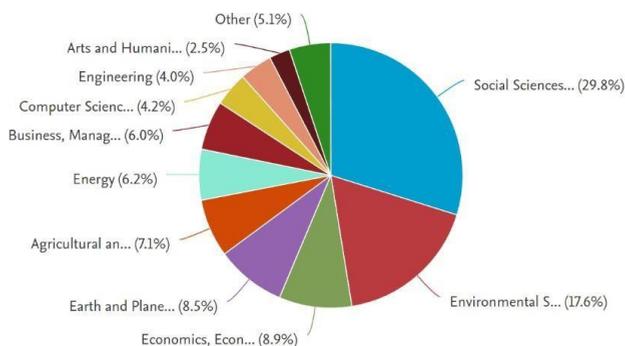
This literature review is intended to evaluate research and publications related to gender equality and Indonesia's rural development in 2024 - 2016, then focus on "policy innovation", so that trends, mapping and positions and research contributions that we carry out in related research can be identified.

A search in the Scopus database with the keywords "rural AND development", "Indonesia" on May 17, 2024, found 269 documents published in 2014-2024, with the following subject area composition.

However, if the word "gender" is added, 11 documents are found. If the word “gender and equality” has been added, only 2 documents have been found. When the words “policy” or “innovation” are added, there is only one document entitled “Innovation for whom? The case of women in cattle farming in West Nusa Tenggara, Indonesia” by Valerio, et.al [5]. This suggests that research and publication related to Indonesia's Rural Development related to gender is still very limited.

Valerio, et.al.,s research is very interesting because he uses a Gender Transformation approach (GTAs) to discuss the fundamental causes that hinder women from accessing innovation in cattle production in East Nusa Tenggara, namely social norms (patriarchy), roles and gender stereotypes. In fact, the government also perpetuates patriarchal norms

because the government always maintains 'gender harmony' and strengthens women's traditional roles as mothers and wives. In addition, gender bias embedded in service institutions also limits women's access to resources, involvement in decision-making processes, and opportunities in the agricultural sector. Valerio's findings strengthen similar arguments presented by Mullinax (2018), and Hillenbrand (2015) [6][7]. Figure 3 shows the research document by subject area.



**Fig. 3.** Document by Subject Area :1460 documents published 2024-2016

To overcome these obstacles, Valerio (2024), Mullinax (2018) and Hillenbrand (2015) recommend that the government seriously implement Gender Transformative Approaches. (GTAs). The essence of GTAs is the need for critical awareness of individuals, both women and men, who are in society. Individuals must be aware that there are oppressive elements that hinder women's progress, namely patriarchal gender ideology. This critical awareness is needed so that society moves to carry out value transformation [8][9].

Fundamentally, the objectives of women's empowerment and gender equality in the development sector have been to change unfair and discriminatory systems and institutions that support inequality. Rees (1998) distinguished three gender equality models: 1) Equality as the ability of women to work in fields traditionally occupied by males; 2) Equality as the recognition of men and women equally in society; and 3) Equality as the adoption of new norms governing gender interactions [10].

Regarding rural development, the literature reveals the relationship between women's empowerment and rural development in various sectors, the role of women in rural areas play an important role for the long-term sustainability of development in rural areas [11]. Research by Haque et.al (2024) emphasizes the correlation between women's empowerment and household food insecurity in Bangladesh. The findings in this research reveal that women's empowerment in Bangladesh is still very low, as many as 8 out of 10 households experience food insecurity [12].

There are various factors that influence women's roles, such as women's education, household size, single crop farming, and socio-cultural factors, namely the long distance between the house and the plantation, which can play a role in weakening women's participation and the low participation of women in rural areas is influenced by the system - a system that is patriarchal and gender biased [13].

Furthermore, a study from Bock et.al (2023) examined Agriculture and Rural Development (ARD) policies and the problem of gender inequality, especially in the low participation of women in development activities. The research argues that the ARD policy tends to blame women for gender inequality and the slow progress of social progress, while factors outside of this that contribute are often ignored [14].

There is a strong correlation between Level Poverty with the Gender Development Index (GDI). Study Suharnanik, Yuliarini and Laksminto in Kediri, East Java show that level poverty in Kediri is experiencing decline when the GDI increase [15]. Unfortunately, the gender role differentiation between women and men in rural areas are very strong, and inclined

give priority to man. Even down to daily meal habits.

Fatchiya et.al research in Cianjur and Sukabumi, West Java, for 12 months about "Gender- based food habits in West Javan rural and urban areas demonstrate that a father will be prioritized even during mealtime, including broader food choices". Although the wife shops and prepares the meals, she will lay aside food for the husband in addition to the food that was already set aside before he and other family members eat. This habit become unsuitable as one factor contributing to the high proportion of women and children who got stunting and poor nutrition in rural area [16]. As the primary breadwinner, the father has a strong position in the family, which leads to gender disparity.

In stunting issues, women have no authority to solve the problem because they are not the decision maker. It means that gender equality in rural areas is the requirement for addressing stunting issues. Gender roles weaken women. This is the result of a low education of female who married at a younger age and was seen to have barely contributed to the family's income, thus the woman had to accept her position as a responsibility [17].

Despite this, a large number of women in rural development are employed as laborers, farmers, wage earners, and business owners. Furthermore, women make significant contributions in the form of guard knowledge that is essential to the village's survival, resiliency, and culture, as well as their own special talents in managing the village's natural resources. Nonetheless, it is crucial to make a backward comparison with the realities that rural women must contend with. They are subject to a number of economic constraints; most of the women in the village are either low-income employees who accept lower salaries than men, or they do not work and have low productivity.

The majority of women's involvement is visible, praised, or even acknowledged in rural regions due to the higher danger of discrimination against them based on societal norms and gender. Hasanati et al. (2021) found that patriarchy norms in public rural areas hinder women's rights and duties to participate to village development [18], women in the community with little impact who are capable of pushing back toward gender equality [19].

Women empowerment in rural areas can give significant contribution in various sector for village development, especially in the sector of agriculture. Gender equality as defined by UNFPA states that gender equality is basic human rights, which means that women, men, children from all class and race participate in a way that is equal and have the same value. They can, in a fair way, have the same access to resources, independence, and the opportunity to or not depend on gender, disability, health, or age, as well as whether they come from rural or urban areas [20]. Publication by Agnes R. Quisumbing (2019) entitled *Gender Equality: Women Empowerment for Rural Revitalization* writes about Gaining a state of gender parity is a critical step in achieving many development objectives and increasing women's contributions to rural revitalization. Empowerment of women can increase productive agriculture, food quality, as well fulfillment of nutrition for mothers and children [21].

The implementation of Indonesia's rural development program must involve every member of the community without exception. Rural development is the entire activity development that occurs in the village and includes every aspect of social life that is interconnected with the primary goal of developing self-sufficiency. In other words, village society is empowered to improve life on its own, relying on internal resources and collaboration to improve living conditions and reach higher levels of well-being [22] [23]. It is stated in Law no. 6 of 2014 that the goals of Indonesia's rural development are to increase well life quality of people and counter poverty through fulfillment of basic needs, development of facilities and infrastructure of village, development potency of local economy, up to utilization source Power nature and environment [24].

Imne Ferto's research through the adoption and implementation of agri-environment-climate schemes (AECS) in the framework of farm, agricultural, and rural development, gender equality can play a vital role in encouraging environmentally sustainable practices in

the agricultural sector. The difference in progress in agriculture managed by men and women is also explored by Imre Fertő et.al (2024) showing that agriculture managed by women shows a higher level of environmental friendliness than agriculture managed by men. Therefore, prioritizing gender gap mitigation in climate-resilient agricultural leadership roles is necessary [25].

Research on women and rural development in Indonesia by Valerio et.al (2024) provides the challenges faced by rural women in East Nusa Tenggara in accessing innovations in cattle farming production, these challenges are influenced by patriarchal norms and government emphasis on maintaining 'gender harmony' thereby limiting opportunities for women and strengthening their traditional roles as mothers and wives. Gender bias embedded in service institutions also limiting women's access to resources, involvement in decision-making processes, and opportunities in the agricultural sector. The findings in this research argue that to increase the role of women in rural areas in the livestock sector, it is necessary to apply the Gender Transformation approach (GTAs) [26].

Mutiara et.al's (2022) research in rural communities in West Sumatra, Indonesia, proves the high and important contribution of women in rural areas in the agricultural and economic sectors. Women play an active role in productive activities such as farming, processing forest products, and managing non-timber forest products. Women are highlighted as the main contributors to household income through their involvement in various activities. The importance of women's empowerment, involvement in decision-making processes, and recognition of their contribution to sustainable rural development [27].

With the same topic, research by Mulyani et.al (2019) shows gender-responsive rural development in Kampung Batik, Kebumen Regency, Indonesia, which specifically discusses gender issues in Kampung Batik, the contribution of stakeholders, differences in gender roles in batik production in Gemeksekti and Jemur villages, and the importance of gender equality in rural development. The challenges faced in the development of batik villages in Gemeksekti and Jemur are the lack of integration between craftsmen and male community participation [28]. The involvement of women in various important fields is still quite low, women have more dominating decision-making power in the household than in workplace or village government [29].

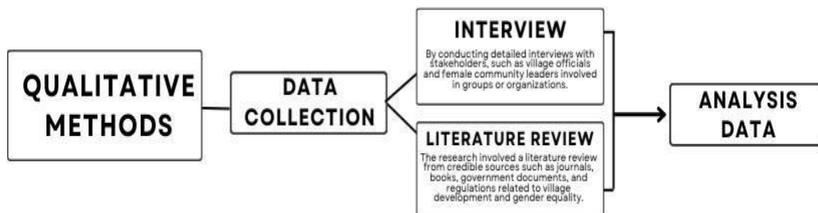
### **3 Research method**

This research uses qualitative methods in order to obtain comprehensive data by exploring aspects from a gender perspective. The data used in the research are primary data and secondary data.

The primary data collection method was carried out through observation and the author's active participation in the activities of women and women's organizations in villages and provinces in the Special Region of Yogyakarta, in-depth interviews with several village officials and women figures in the village. Secondary data was obtained by conducting a literature review from various credible references, including reputable journals related to village development and gender equality, books, conference proceedings, official government documents, laws, government regulations, and regional regulations related to the word key to this research. This literature review is based on more than 20 pieces of literature with a reference time span of around 10 years (2015 – 2024).

Using qualitative methods and a gender perspective, data analysis techniques are carried out through gender analysis by looking at access, participation, control, and benefits obtained by men and women in village development. Next, analyze the data from the literature review and carry out interpretations which then synthesize the findings. Apart from that, this research also visualizes publication data using VosViewer which aims to see research gaps and show novelty in this research. The stages of the research method can be seen in Figure 4.

## RESEARCH FLOW



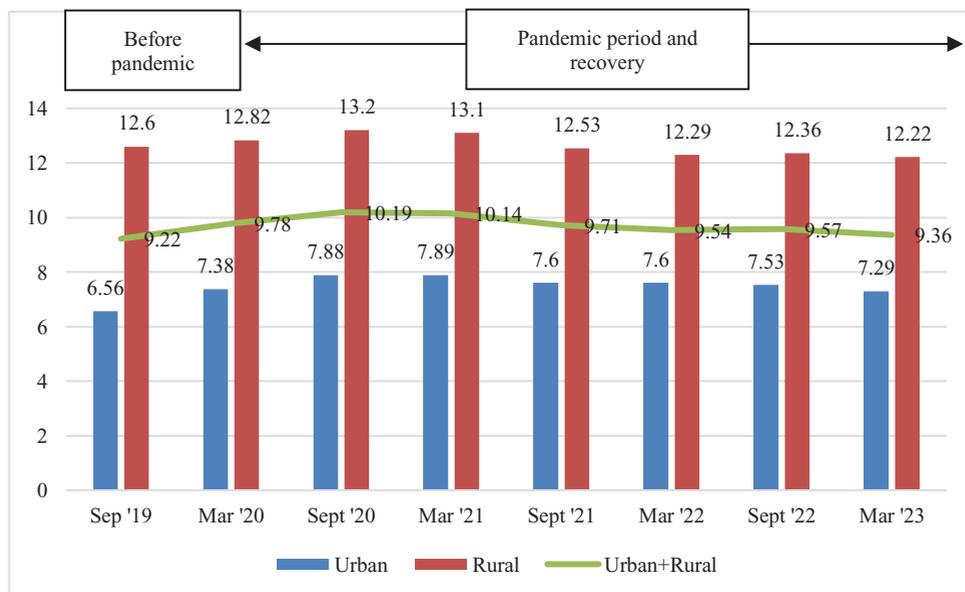
**Fig. 4.** The research stage process.

## 4 Results and Discussion

Overcoming the problem of gender inequality at Indonesia’s rural development is really no easy. When compared with a level national, or compared to urban areas, overcoming the problem of gender inequality in rural areas faces difficulty many times over. This matter looks like the results study following.

### 4.1 Poverty Levels in Rural Areas Are More Critical Compared to Urban Areas

Poverty levels in rural areas are more critical compared to urban areas. Data from the National Statistics Agency released March 2023, poverty in rural Indonesia is 12.22% while in urban areas is 7.29%. The village also experienced this level of severity and depth more poverty bad compared to city. I index Severity Poverty rural of 0.511, while in urban areas of 0.281. Index Depth Poverty (P1) in rural areas higher amounted to 2,035, meanwhile for urban of 1.163, as seen in the following Figure 5.



**Fig. 5.** The Comparison of Poverty Levels between Urban and Rural Area in Indonesia, Sept 2019 – March 2023: Percentage of Poor Population by Region, Sept 2019 – March 2023 [30]

The poverty disparity between urban and rural areas is still wide. The poverty level in rural areas is lower than the level before the pandemic, while in urban areas it is still higher

than before the pandemic.

#### 4.2 Gender Inequality in Rural Area Is Higher Than in Urban Area

The results of this research show that gender inequality in various fields in rural areas is higher than in urban areas. Gender inequality limits women's role in accessing various resources. These limitations make women more vulnerable to poverty; This phenomenon is usually called women's poverty. The gap in economic access between women and men is also caused by the division of gender roles in the household which is more detrimental to women. For example, in the field of education, the percentage of village women who have only received education up to elementary school level is 31.28%, higher than women in cities which is only 20.60%. However, the percentage for higher levels of education such as high school level for urban women reached 33.35% and for tertiary institutions it was 13.96% compared to women in villages which only amounted to 20.16% (high school graduates) and 6.01% (high school graduates went to college).

In terms of access to health services, the condition of rural women is also worse compared to those in urban areas. Data shows that a high number of women in villages experience complaints of illness, namely 34.82%, but only around 3.27% of women in villages are able to obtain health facilities. In contrast, women in urban areas tend to experience fewer health complaints (28.96%), but they are more likely to be able to access health facilities (4.02%).

Inequality in various other areas such as access to adequate sanitation, the problem of disparities in work wages, the level of access to formal employment which is influenced by educational attainment has an impact on income inequality, people in urban areas have higher incomes than people in rural areas, as seen in the following Table 1 [31].

**Table 1.** Comparison of Gender Equality in Urban and Rural in Indonesia in 2022

Aspect	Urban		Rural	
	Female	Male	Female	Male
<b>Education</b>				
Literacy Rate	97.17	98.65	92.65	95.76
Average Years of Schooling	9.76	10.14	7.65	8.12
Highest level of Education completed from high School	55.88	56.94	25.88	29.17
<b>Health</b>				
Residents who experience health complaints	28.96	26.01	34.82	31.76
Delivery of non-technical health personnel	2.42	-	5.28	-
<b>Occupation</b>				
Labor Force	51.23	82.11	56.43	86.32
Not in the Labor Force	48.77	17.89	43.57	13.68
Informal Sector	52.24	47.74	79.08	70.31
Households that have proper sanitation	82.27	84.03	74.96	77.26
Households that have adequate drinking water	95.44	95.53	86.41	84.73
Working Head of Household	58.21	90.13	68.54	95.83
Percentage of Village head Total number of villages in Indonesia: 74,961 villages	-	-	5.5	94.5
Percentage of Village Apparatus Total number of village officials in Indonesia: 677,335 people	-	-	22.14	77.86
Percentage of Village Consultative Body (BPD) Total BPD members in Indonesia: 472,825 people	-	-	17.7	82.30

Source: Processed by author [30][31]

There are several factors that influence the level of gender inequality in villages and cities, namely: the very strong division of gender roles between men and women, limited access to

education, capital and health, low participation of women in the decision-making process, and cultural constructions and norms that still conservative and patriarchal. Gender inequality limits women's role in accessing various resources. These limitations cause women to be more vulnerable to poverty (the phenomenon of women's poverty). The gap in economic access between women and men is also caused by the division of gender roles in the household which tends to disadvantage women.

Gender inequality is a serious problem for Indonesia's rural development process. Gender inequality is not only related with the rights women, but it will impact directly to poverty and the failure of state development. So, realizing gender equality is not only for fulfillment of the rights of women, but it is also a strategy for removing poverty. Investments in women and girls have positive impacts on economies. Gender equality is not only a fundamental human right, but a necessary foundation for a peaceful, prosperous and sustainable world. Indonesia has achieved significant progress in several dimensions of gender equality, especially in education and basic health services. However, these improvements have not had an impact on increasing female labor force participation, which has remained low and stagnant over the last two decades, namely around fifty percent (compared to the male labor force participation rate of around eighty percent) [32].

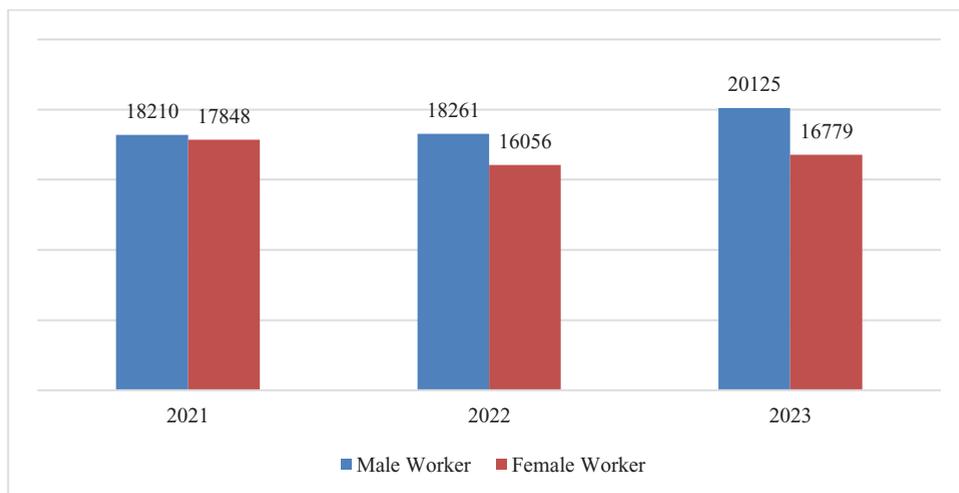
### **4.3 Gender Inequality in the Agricultural Sector**

Gender inequality also occurs in the agricultural sector in Indonesia, as described in the following description. First, women have more limited access to ownership of agricultural land and livestock, because ownership of agricultural land and livestock is usually passed down from generation to generation to sons. Women also have limited access to capital and credit from banks and other financial access, because capital, credit and financial access are usually given to the head of the family (male). Furthermore, women have limited access to agricultural technology and courses intended to improve skills in the agricultural sector because the use of agricultural technology is usually operated by men, such as the use of tractors to plow fields and machines to harvest rice.

According to 2021 employment data, the number of workers in agriculture, forestry and fisheries is 24,590,288 men, while women are 14,187,312 [33]. The number of women working in this field is more than half of male workers. The role of women farmers in agriculture is quite large, women farmers have quite a big role in management and cultivation, and it is not uncommon for women to do everything from upstream to downstream. There is a close bond between women and family farming, placing them in charge of managing the seeds, up to the harvest designated for family consumption. Although currently agriculture is experiencing progress in producing agricultural products using technology.

Second, although women are involved in various stages of the agricultural production process such as preparing seeds, harvesting, and caring for livestock, this work is often not counted in the contribution of the formal economy. However, women are still seen more as domestic workers or agricultural helpers than as successful farmers and business owners.

Third, in the agricultural sector, women also receive lower wages or income than men, because according to gender roles in the agricultural sector, the type of work done by women is different from the type of work done by men. For example, in Dlingo District, Bantul Regency, many workers work in sugar factories and sugarcane plantations in the surrounding area. Men earn wages of around IDR 70,000 per day, while women earn wages of IDR 30,000 per day. Unlike men who are formal workers, women do not have the status of formal workers, their job is to plant and care for sugarcane trees on land rented by sugarcane factories, until the harvest season. Nationally, the average wages of male and female workers are also different, as seen in the following Figure 6.



**Fig. 6.** Comparison of Average Hourly Wages of Male and Female Workers in Indonesia, 2021-2023 [34]

Fourth, women have limitations in making decisions for families and farming communities at the village level, both related to production and sales of agricultural products. Agricultural production is highly dependent on the support of facilities and infrastructure owned by the community collectively, for example irrigation systems and coordination related to planting seasons. Decisions are made by involving village officials and farmer groups which are usually dominated by men. Although women can be members of farmer groups, the head of the farmer group is usually a man.

However, in such circumstances, women's role is even more marginal because with the advancement of technology women do not have the skills to use the tools or equipment equipped with technology. Not only that, but women's position is also vulnerable to marginalization in the decision-making process, so that many of the agreements formed are still gender biased. To overcome this lag, the Indonesian government carried out several policy innovations at the village level, namely by issuing Law Number 6 of 2014 concerning Villages which encourages poor groups and women to participate in planning, village administration, and village development followed by the disbursement of village funds. This innovation was continued with the launch of Village SDGs in 2020 and Women-Friendly and Child-Care Villages (DRPPA) in 2022.

#### **4.4 Initiate a Gender Mainstreaming Program (PUG) through Gender Responsive Budgeting Planning (PPRG)**

In realizing justice and gender equality, one of the Indonesian government's efforts is to issue Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming which mandates the government to integrate gender into the national development process. The issuance of this Presidential Instruction is an initial milestone in the implementation of gender mainstreaming in Indonesia.

The implementation of PUG is strengthened by the inclusion of gender mainstreaming as a cross-sector issue apart from sustainable development and good governance in Presidential Regulation Number 5 of 2010 concerning the National Medium Term Development Plan for 2010-2014, which is updated every 5 years and the latest RPJMN IV 2020 – 2024 regarding improving the quality of human resources as measured by the realization of gender equality and justice [35].

For speed up implementation gender mainstreaming, government declared National

Strategy (Stranas) on Accelerating PUG Implementation through Gender Responsive Planning and Budgeting (PPRG) through Joint Ministerial Circular Letter Bappenas/PPN No.270/M.PPN/11/2012, Minister of Finance No. SE-33/MK.02/2012, Minister of Home Affairs No. 050/4379A/2012 and Minister of PPPA No. SE 46/MPPPA/11/2012 [36].

In implementing gender mainstreaming, there are 7 prerequisites that must be met by every government institution or agency, namely establishing a commitment that is realized through vision, mission, strategic plans contained in official documents such as the RPMJD and Strategic Plan; implement this commitment into policies, programs, circulars and frameworks that support gender equality; building institutional structures within the government such as Pokja PUG (PUG Working Group), *focal points*, and technical teams; availability of adequate human resources from a gender perspective and funding that is integrated with gender responsive programs; provide sex-disaggregated data to show gender gaps in various aspects; using gender analysis tools; and involving participation from all levels of society in the planning, budgeting, implementation and evaluation processes of programs to address gender issues [37]. Gender responsive planning and budgeting (PPRG) is an important instrument to overcome the existing gaps in access, control, participation and development benefits for men and women, to realize justice in the receipt of development benefits. Gender-responsive planning and budgeting processes are in line with existing systems, and do not require the preparation of special plans and budgets for women separately from men. PPRG implementation is carried out at various levels, namely central, regional and village.

Gender Responsive Budget (ARG) is part of the implementation of PPRG. ARG itself is not a separate budget for men and women but rather a strategy for integrating gender issues into the entire budgeting process and translating stakeholder commitments to achieve gender equality into budget commitments. ARG is implemented based on the principles of transparency, participation and accountability. The implementation of ARG does not just focus on practical gender needs, but ARG also seeks to fulfill gender strategic needs and seeks to eradicate the gap between the two, especially in the category of gender strategic needs [39].

There are two approaches to implementing PPRG, namely using *Gender Analysis Pathway* (GAP) and *Gender Budget Statement* (GBS) [38]. GAP is an analytical tool that focuses on analyzing gender gap factors, especially on 4 aspects, namely participation, control, access and benefits. GAP as a tool in gender analysis prioritizes 3 main steps, namely, identifying gender gap issues and their causal factors, identifying and formulating interventions or action plans needed to reduce or eliminate gender gaps, and formulating performance indicators for the action plan to be carried out. In contrast to GBS, it is an accountability document or gender responsive budget sheet prepared by the regional government which contains information about whether an activity is gender responsive through gender analysis and budget allocation. GBS includes budget, problem statement, action plan, up to the results chain (activities and impacts).

#### **4.5 Village SDGs Policy Innovation: Localization of Global - National SDGs to the Village Level.**

Indonesia has a number of challenges that hinder efforts to realize gender equality at the village level due to the diversity of natural resources, financial resources, human resources, culture, norms and customs which vary from one village to another. Indonesia is a fairly big country, consisting of 34 provinces and 83,381 villages/sub-districts. Generalizations cannot be made since diversity needs to be valued and taken into account with the appropriate policies.

One of the innovative policies aimed at overcoming this problem is by launching a village SDGs program starting in 2020. The main difference between this program and the Global

SDGs and National SDGs is that there is the addition of one more goal, so that the Village SDGs have 18 goals. This Village SDGs program is also Indonesia's strategy to localize Global - National SDGs to the Village level (Figure 7). On September 25, 2015, representatives of 193 United Nations member countries met in New York, USA, to agree to implement the Sustainable Development Goals (SDGs). The SDGs will guide the achievement of 17 global development goals by 2030. Indonesia, which sent Vice President Yusuf Kalla, was also present and expressed its commitment to implementing the SDGs agenda contained in the document Transforming Our World: The 2030 Agenda for Sustainable Development.



**Fig. 7.** SDGs Village (SDGs – Village Level) as A as Derivative of SDGs - Global 7 & SDGs - National

The primary tenet of the SDGs' implementation is "No One Left Meaningful Behind," which implies that during the processes of planning, implementing, monitoring, and evaluating the goals, one group may also be left behind until acquisition results development. It indicates that everyone in society, including women, must participate in implementing the SDGs. As follow continuation of the global agreement, on 2017 President Joko Widodo emit Regulation President (PERPRES) SDGs Number 59 of 2017 concerning Implementation Achievement Objective Development Continuous, which becomes indifferent development in Indonesia [39]. SDGs will only be successful if they can be truly implemented at the grassroots in villages, because it is in villages that public services come into direct contact with the people. Village SDGs is a special program initiated by Indonesia to localize Global SDGs and National SDGs at the village level, as seen in the following picture.

Village SDGs are a form of program adaptation of the Sustainable Development Goals (SDGs) which are implemented at the village level in Indonesia. This program aims to ensure that development in villages takes place in an inclusive and sustainable manner, taking into account economic, social, environmental, legal and community governance aspects. The implementation of the Village SDGs program is regulated in the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration (PDPT) Number 21 of 2020 concerning General Guidelines for Village Development and Village Community Empowerment. This regulation provides guidelines regarding priority use of village funds, including efforts to achieve Village SDGs. Implementation of the Village SDGs has 18 goals that must be realized to achieve the intended development goals [40].

Referring to Government Regulation No. 59 of 2017 regarding the implementation of achieving Sustainable Development Goals, the government has designated Village SDGs as one of the effective steps in achieving 74% of the national SDGs goals. The Ministry of Villages PDPT encourages village fund allocations to be used entirely for implementing Village SDGs [41]. The initiation of this village SDGs program makes Indonesia the only country that has a unique concept of "Village SDGs" which is followed by a Village Fund budget allocation from the central government amounting to around 800 million - 1 billion

Rupiah per year [42]. The initiation of the SDGs program received praise from many international circles, including The International Fund for Agricultural Development (IFAD) is a UN agency that aims to provide funding and mobilize additional resources for programs specifically designed for the economic development of poor regions [43].



**Fig. 8.** 17 + 1 Village SDGs Goals

In the fifth point of the 18-point Village SDGs (Figure 8) goals regarding the involvement of village women, there are several quantitative indicators that must be implemented to achieve the 5th point in the Village SDGs, including gender-responsive Village Regulations that support women's empowerment of at least 30%; village regulations that guarantee women obtain knowledge and reproductive health insurance; the rate of violence against girls and women, teenage births, and marriages among underage girls reached 0%; The involvement of women's participation in all village officials must reach a minimum percentage of 30% [44].

**Table 2.** The Adaptation of the Concept of Gender Equality at Global, National and Village Level

No	Level	Rule	The Adaptation of the Concept of Gender Equality	The Adaptation of the Symbol
1	Global SDGs	United Nation, 2015  The 2030 Agenda for Sustainable Development, adopted by all United Nations members in 2015, created 17 world Sustainable Development Goals.	Achieve gender equality and empowerment of all women and girl	  Gender equality
2	National SDGs - Indonesia	Presidential Regulation Of The Republic Of Indonesia Number 59 Of 2017 Concerning Implementation Of Achievement Of Sustainable Development Goals	Reach gender equality and empowerment of women	  Gender equality
3	Village SDGs – Villages in Indonesia	Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia No. 21 of 2020 concerning General Guidelines for Village Development and Village Community Empowerment. Article 7 Letter e	The concept change from “gender equality and empowerment”, to “Women involvement /participation” in village	  Involvement of village women

Related with the 5th SDGs, there are adaptations to the concept of gender equality at the global, national and village level, such as seen in Table 2. Gender equality is indeed an abstract concept, so the realization of gender equality needs to be described in more concrete variables and indicators. However, when the concept of "gender equality" is then translated into "involvement of village women" there can be a reduction in meaning, so that activity targets related to Village SDGs point 5, tend to simply increase women's participation/involvement in village activities.

In the Village SDGs, it also regulates increasing sustainable food agriculture and eliminating hunger, by empowering village farmers, both men and women. To achieve the village SDGs goals, the government disbursed 20% of village funds aimed at programs related to food security. In accordance with PDDT Ministerial Regulation Number 21 of 2020 concerning General Guidelines for Village Development and Village Community Empowerment, village development must be directed at achieving the 18 Village SDGs goals, and the creation of village policies - programs - activities must be based on data created with the Village Information System Accurate. Furthermore, to accelerate the achievement of the 5th goal of the Village SDGs, namely the Involvement of Village Women, the Indonesian Government also made policy innovations by launching the Women-Friendly and Childcare Village (DRPPA) program, so that DRPPA is part of the Village SDGs.

#### **4.6 The Indonesian Government Launched the Women Friendly and Child Care Village (DRPPA) Program**

Women-Friendly and Child-Care Villages (DRPPA) are villages/sub-districts that integrate gender perspectives and children's rights into the governance of village development, as well as village community empowerment which is carried out in a planned, comprehensive and sustainable manner in accordance with Indonesia's development vision and mission. DRPPA is part of the Village SDGs [45].

The principles of a Women-Friendly and Child-Care Village include non-discrimination, democracy, cooperation, eliminating violence against women and children, and affirmative action. The initial concept for the formation of DRPPA was to answer 5 issues directed by the President which were mandated to the Ministry of PPPA, namely increasing women's empowerment in entrepreneurship, increasing the role of mothers in children's education, reducing violence against women and children, reducing child labor, and preventing child marriage. Therefore, the Ministry of PPPA created 10 indicators of success in realizing gender equality through the DRPPA program which contains the five values from the President's direction.

Women Friendly and Child Care Villages is a program that was launched by the Ministry of Women and Child Care (PPPA) at the end of 2020 in 10 pilot villages with full funding from the APBN. By the end of 2023, there will be 156 villages and 70 sub-districts that have become DRPPA models. DRPPA's target is to make women and children subjects of development (not just objects of development), so that they must be able to be actively involved in the process of formulating and determining village development policies, as well as controlling the use of village funds. In particular, the President of the Republic of Indonesia, Joko Widodo, gave directions that village funds must benefit all village residents and side with the interests of the poor, women, children, people with disabilities and marginalized groups.

Ten indicators need to be fulfilled for this DRPPA to be implemented, including: 1) Organizing women and children to play a part in the development of the village or subdistrict; 2) preparing the de-identified data; 3). 4) Finance from finance villages and asset utilization villages for DRPPA realization through women's empowerment and children's protection in the village; 5) Regulation villages and policies friendly to women and children in the village.

women's representation in village traditional institutions, BPD, and structured villages and subdistricts; 6) Village women's empowerment in the context of concurrent gender entrepreneurship and key building process awareness; 7) Every child receives excellent parenting based on their age; 8) Victims of criminal human trafficking (TPPO) come after the prohibition on violence against women and children (KtPA); 9) There are no children employed; and 10) No children married below 18 years old (marriage age child) [45].

For a village that has various limitations, it is not easy to fulfill these ten indicators. Fortunately, the implementation of DRPPA received a lot of support from various elements of society and international donor agencies. They are women activists, academics, international donor agencies such as Australia (AusAid), and several women's organizations, such as the Institute for Alternative Education Circles for Women (KAPAL Perempuan), the Foundation for the Empowerment of Women Headed of Families (PEKKA), the Mitra Resource Development Institute (LPSDM), Women and Life Resources Group (KPS2K), Community Empowerment Study Foundation (YKPM).

These women activists collaborate to actively oversee the implementation of DRPPA. They built the Gender Watch Movement, organizing several women's schools spread across six provinces in Indonesia, namely South Sulawesi, East Java, West Nusa Tenggara, East Nusa Tenggara, West Sumatra and DKI Jakarta. They organize women at the village level, build village women's critical awareness about gender justice, train village women to have the courage to speak up, express their needs and hold Women's Development Planning Meetings (Musrenbang) which are held before the Village Musrenbang is held.

Village Musrenbang is a deliberate meeting between the Regional Consultative Body, Village Government, and community elements held by the Village Government. The Village Musrenbang aims to determine Village Development priorities, programs, activities and needs funded by the Village Development and Expenditure Budget (APBDes), village community self-help, and/or district/city regional income and expenditure budgets. They Also build Movement Gender Watch, organizing a number of School The women are spread across six Province all over Indonesia. Among them, South Sulawesi, Java East, Nusa West Southeast, Nusa Southeast East, West Sumatra and DKI Jakarta [46].

Gender inequality limits women's role in accessing various resources. These limitations cause women to be more vulnerable to poverty (the phenomenon of women's poverty). The gap in economic access between women and men is also caused by the division of gender roles in the household which tends to disadvantage women. Village Musrenbang is a deliberate meeting between the Regional Consultative Body, Village Government, and community elements held by the Village Government. The Village Musrenbang aims to determine Village Development priorities, programs, activities and needs funded by the Village Development and Expenditure Budget (APBDes), village community self-help, and/or district/city regional income and expenditure budgets.

The success of DRPPA policy innovation can also be seen from the existence of several regulatory products issued by villages related to women. For example, Wedomartani Village Regulation, Sleman Regency Number 5 of 2023 concerning Protection of Women and Children Victims of Violence, and allocated village funds for subsidize place custody children, as well as funds for Prima Village and PKK activities. Since the launch of the Women-Friendly and Child-Care Village program, according to data from the Gender and Children Information System (SIGA) in March 2023, it has been recorded that women's involvement in village organizations or institutions has increased in number. The percentage achieved was 38.6% in the Village government, 28.45% in the Village Consultative Body (BPD), 55.55% in Village Community Institutions, 46.1% in Traditional Institutions and 33.69% in Owned Enterprises Village (BUMDES) [47].

Through the DRPPA program, fulfillment of the 10 DRPPA success indicators must be implemented and achieved, including the formation of women's organizations, such as

women's entrepreneurial groups, and the existence of women's farmer groups called the Women's Farmers Group (KWT). Currently, KWT exists in various remote villages in Indonesia. The Women Farmer's Group is a forum for the community, especially women to manage and express various ideas in the agricultural sector as well as as a means of gaining knowledge and insight for members groups, so that group activities are expected to be creative and follow current development.

## **5 Conclusion and Recommendation**

As a breakthrough in realizing gender equality at the village level, the Indonesian government launched three innovative policies, namely, gender mainstreaming and Gender Responsive Budgeting Planning (PUG-PPRG), Village SDGs, and Women-Friendly and Child-Care Villages (DRPPA). Even though they were launched at different times, these three policies are complementary.

There are significant differences between these policies. If PUG-PPRG is top down and makes government officials the key actors who formulate and determine policies, then the Village SDGs and DRPPA are more bottom up and make village residents the key actors who determine policy success. Therefore, the Village SDGs and DRPPA require women to be active in women's organizations, recognize women's problems and needs, and be actively involved in village development planning meetings (Musrenbang).

In order to voice their aspirations and needs, women need to consolidate by holding a Women's Musrenbang. The Women's Musrenbang is not regulated in legislation or other regulations, so women must fight for themselves so that the village is willing to provide facilities for the implementation of the Women's Musrenbang. By passing Law 7/1984 concerning Legalization of CEDAW (Convention on the Elimination of All Forms of Discrimination Against Women), Indonesia demonstrated its strong commitment to ending discrimination against women. Additionally, the President issued Presidential Instruction Number 9 of 2000, requiring all national and local government agencies to incorporate gender in the conception, implementation, monitoring, and assessment of policies and programs. This commitment was then proven by making policy innovations in the form of gender mainstreaming and Gender Responsive Budgeting Planning (PUG-PPRG), and it was continued with the launch of Village SDGs in 2020 and Women and Child Friendly Villages (DRPPA) in 2022.

Gender equality is indeed an abstract concept, so the realization of gender equality needs to be described in more concrete variables and indicators. However, when the concept of "gender equality" is then translated into "involvement of village women" there can be a reduction in meaning, so that activity targets related to Village SDGs point 5, tend to simply increase women's participation/involvement in village activities. Gender inequality occurs because of the gender ideology that has been instilled throughout human civilization. Gender injustice can occur in both men and women, but data shows that the majority of the disadvantaged parties (victims) are women.

The high level of gender injustice experienced by women is often not realized, both by the general public and policy makers, due to limited data available. Sorting data based on gender (disaggregated data). Research with a gender justice and social inclusion perspective is actually very important because it can be used as a basis for designing policies and action plans related to the empowerment of marginalized groups.

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