

Strategies for implementing gender mainstreaming policies to increase the participation of regional apparatus

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Abstract

The issue of gender inequality has become a serious challenge in the country's development, especially in terms of equitable distribution of social welfare. Magelang City Government is one of the cities committed to implementing Gender Mainstreaming (PUG) policies and has the responsibility to implement PUG strategies in development programs. This responsibility is reflected in the issuance of Magelang City Regional Regulation No. 10/2012 on Gender Mainstreaming. Problems encountered in the field related to the participation and understanding of local human resources related to PUG are still lacking, causing the implementation of Gender Responsive Planning and Budgeting (PPRG) which is an instrument to overcome differences or gaps in access, participation, control, and benefits of development for women and men to realize a more equitable budget is not optimal. This type of research is descriptive qualitative, to explore how the government strategy in implementing PUG policy in Magelang City, this research is analyzed using Edward III theory and complemented with Van Metter and Van Horn theory. The results showed that the implementation of PUG policy in Magelang City is still affected by the limited number of PUG-trained human resources, coordination and supervision that have not been implemented optimally and limited budget resources to run PUG programs. Communication conducted by Regional Apparatus Organization (OPD) in Magelang city has been maximized as evidenced by the existence of musrembang at the beginning of each year, the musrembang also includes vulnerable community groups as objects that will receive the program directly. Magelang city even has special musrembang activities with children, disabilities and other vulnerable groups.

Keywords: gender mainstreaming; gender equality; planning

1. Introduction

Gender issues have become a global issue that must be resolved since the 21st century (Jung & Baten, 2025; Sil et al., 2024). The issue of gender inequality has become a serious challenge in national development, especially in terms of equality and equitable social welfare (Mangubhai et al., 2022). In response to this, in 1984 the Indonesian government passed Law No. 7, which aims to eliminate all forms of discrimination against women. Furthermore, in 2000 President Abdurrahman Wahid issued Presidential Instruction No. 9, which emphasizes the importance of gender mainstreaming in national development (Liufeto & Angi, 2019). The Ministry of Home Affairs of the Republic of Indonesia has passed PERMENDAGRI No. 67 of 2011, which is an amendment to PERMENDAGRI No. 15 of 2008 concerning "General Guidelines for the Implementation of Gender Mainstreaming in the Regions." Various strategic steps have been taken by the government and translated into policies as a reference for increasing women's participation and empowerment to achieve equality in Indonesia (Dahlia, 2024; Nasrullah, 2021).

Gender mainstreaming is a process that aims to ensure that both men and women have equal access to and control over resources, benefit from development, and participate in decision-making at every stage and process of development (Donati & Rodríguez-García, 2024). The implementation of this instruction to achieve gender justice and equality as a strategic issue at the national level encourages local governments to be fully committed to implementing regulations that support the improvement of gender equality and justice. There are several issues that are still developing in some regions to this day, including: 1) The level of inequality in women's access and participation in the development or empowerment process is still limited, 2) Gender equality and women's empowerment programs have so far been limited to socialization and advocacy (Indra Kertati, 2022; Septanaya & Fortuna, 2023).

In Wahid's (2023) study, it was shown that the implementation of PUG policies cannot run optimally without the support of trained human resources. This is also influenced by programs that are limited to socialization and coordination, resulting in inconsistency in achieving objectives. Furthermore, research

by Ayissa (2022) states that the implementation of PUG in Pandeglang Regency has not been optimal due to limited human and financial resources and a lack of participation from OPDs. Considering the commitment and availability of adequate resources, local governments must be committed to and implement PUG policies in accordance with the existing legal framework as a form of sustainable development.

The implementation of PUG in line with sustainable development efforts (Sustainable Development Goals/SDGs) is a plan designed to encourage change based on the principles of universality, integration, and inclusiveness (Oktaria Yuti & Suriani, 2024; Sudirman & Susilawaty, 2022). In Indonesia, the SDGs are formulated in Presidential Regulation No. 59 of 2017 concerning the implementation of Sustainable Development Goals (SDGs) (Lyra Bumantara Syarif, 2020). This Presidential Regulation serves as a guideline for the government and other stakeholders in their efforts to achieve the SDGs (Alfirdaus, 2019).

As a result of Presidential Instruction No. 9 of 2000 concerning PUG, and within the framework of regional autonomy, the Magelang City government has the responsibility to implement PUG strategies in development programs. This responsibility is reflected in the issuance of Magelang City Regional Regulation No. 10 of 2012 on Gender Mainstreaming. To support the implementation of this policy, the Magelang City government issued Magelang Mayor Regulation No. 35 of 2018 on Guidelines for the Implementation of Magelang City Regional Regulation No. 10 of 2012 on PUG. In Magelang City Regulation No. 10 of 2012 on PUG, the Office of Community Empowerment, Women, Child Protection, Population Control, and Family Planning (DPMP4KB) acts as the coordinator for implementing PUG policies in Magelang City.

Through a joint circular letter issued by the Minister of Women's Empowerment and Child Protection, the Minister of Finance, the Minister of National Development Planning, and the Minister of Home Affairs, Circular Letter Number: 270/M.PPN/11/2012, SE-33/MK.02/2012, 050/4379A/SJ, and SE 46/MPP-A/11/2012 regarding the national plan to accelerate Gender Mainstreaming (PUG) through Gender Responsive Planning and Budgeting (PPRG). This policy serves as the basis for implementing the prerequisites for PUG (Hapu Ndamayilu et al., 2024).

Gender Responsive Planning and Budgeting (PPRG) serves as a tool and method to address differences in access, involvement, control, and benefits of development between men and women, with the goal of creating fair equality. Gender-responsive planning is an effort to achieve gender equality and justice as a form of resolving strategic issues through the needs, aspirations, and capacities that can be integrated between women and men (Rahmadani et al., 2020; Wahid et al., 2023). There are seven prerequisites that must be met by ministries, institutions, and regions in implementing PUG through PPRG, namely: 1) Commitment, 2) PUG Regulations, 3) PUG Institutions, 4) Disaggregated Data, 5) Gender Analysis Tools, 6) Resources, 8) Community Participation (Herniati et al., 2022).

Of the many regulations issued, they will be balanced if implemented with a strategy that is in line with and appropriate for national development. In this case, the role of local governments is very much needed to ensure the success of gender-responsive planning and development (Ayissa Tazkia et al., 2022). An analysis of national data on the gender-based human development index in 2023, examined by gender, shows that the Human Development Index (HDI) for men is 77.26% and for women is 70.96%, indicating that human development in Indonesia is not yet fully equitable (Government of Indonesia, 2023).

Therefore, the local government of Magelang City plays a strategic role in implementing policies to support the achievement of equality through PUG. Magelang City has shown positive results, with a continuously increasing IPG every year, as can be seen in Table 1, even becoming one of the highest in Indonesia. The Magelang City government has received much appreciation for the implementation of this strategy, including winning the Anugerah Parahita Ekapraya award ten times, with eight wins in the Nindya category and two wins in the Utama category in 2018 and 2020. This award is given to regions that have demonstrated success and significant contributions in supporting PUG, child protection, and women's empowerment (Krisnaldo Triguswini & Elvin Setiawan, 2021).

Table 1. Gender development index of Magelang City in 2024

City/ Regency	Life Expectancy		Old School Hopes (tahun)		Average length of schooling		Adjusted per capita expenditure (ribu rupiah)		IPM	IPG
	L	P	L	P	L	P	L	P		
	Magelang City	74.44	79.15	14.60	14.40	11.43	11.06	14.896		

Source: Magelang City Statistics Agency, 2021.

Based on the data presented above, it can be seen that the IPG of Magelang City in 2023 is 96.38. This figure has increased by 0.52 points, whereas in 2022 the IPG figure was 96.83. This shows that development between women and men in Magelang City is becoming more equal. However, problems encountered in the field based on the 2023 Magelang City Strategic Plan and the 2023 Government Agency Performance Report (LKIP) indicate that there is still a lack of participation and understanding of OPD human resources related to PUG, which has resulted in the implementation of Gender-Responsive Planning and Budgeting (PPRG) as a tool to reduce disparities in access, participation, control, and benefits of development between women and men. The goal is to create a more equitable budget, but its implementation is still not optimal, as can be seen in Table 2.

Table 2. Number of civil servants by gender in Magelang City, 2024

No	Regional Apparatus Organization Unit	Unit	Jumlah Pegawai		Responsif Gender
			Male	Female	
1.	Regional Inspectorate	person	121	356	1
2.	Regional Development Planning Agency	person	13	14	3
3.	Regional Financial and Asset Management Agency	person	10	15	3
4.	Agency for Civil Service and Human Resource Development	person	14	7	1
5.	Regional Disaster Management Agency	person	11	6	1
6.	National Unity and Politics Agency	person	232	601	1
7.	Civil Service Police Unit	person	42	8	1
8.	Department of Education and Culture	person	53	247	1
9.	Department of Health	person	31	9	1
10.	Department of Public Works and Spatial Planning	person	33	9	1
11.	Housing and Settlement Agency	person	9	10	1
12.	Department of Community Empowerment, Women, Child Protection, Population Control, and Family Planning	person	11	9	5
13.	Department of Agriculture and Food	person	47	13	1
14.	Department of Environmental Affairs	person	8	15	1
15.	Population and Civil Registration Office	person	24	8	1
16.	Department of Transportation	person	11	12	1
17.	Dinas Komunikasi, Informatika dan Statistik	person	5	16	1
18.	Investment and One-Stop Integrated Service Agency	person	7	9	1
19.	Youth, Sports, and Tourism Agency	person	5	21	2
20.	Library and Archives Office	person	45	14	1
21.	Department of Industry and Trade	person	44	13	1
22.	South Magelang District	person	28	33	1
23.	Central Magelang District	person	23	26	1
24.	North Magelang District	person	11	6	1
Total Amount			838	1477	33

Source: Magelang City Statistics Agency and Magelang City Gender Profile, 20

Based on the analysis of data on civil servant resources in regional government agencies in Magelang City, there are 24 regional government agencies with a total number of employees based on gender, including 838 male employees and 1,477 female employees. There are 28 regional government agencies in Magelang City, but only 24 regional government agencies are involved as trained PUG human resources. Of the total number of OPDs involved, only 33 people from 24 OPDs actively participated and attended training focused on gender responsiveness. With this, the number of civil servants is not in line or comparable, so it can be said that OPDs in Magelang City are not yet fully gender responsive.

The low participation of OPDs in implementing Gender Responsive Budgeting (GRB) remains a strategic issue that must be resolved. Based on the data in Table 2, human resources in OPDs in Magelang City are not yet fully gender responsive. This is in contrast to the fact that Magelang City won the Parahita Ekapraya Award in the Nindya category in 2019 and 2021 for its commitment to implementing PUG using the PPRG instrument. Considering that PPRG is an effort to address gender inequality through participation, control, and benefits in order to create a more equitable budget.

If the implementation of PUG policies through PPRG in OPDs in Magelang City is limited by the number of human resources, then gender-responsive development cannot be optimally implemented. This results in inequality in access, participation, control, and development benefits between women and men. Despite the fact that the gender empowerment index data in Magelang City is very good, even among the highest in Indonesia, this contrasts with the minimal number of gender-responsive human resources in OPDs. Therefore, it is important to further study the implementation strategy of PUG policies in increasing OPD participation through gender-responsive planning and budgeting in Magelang City.

2. Method

The method used in this study is a qualitative descriptive approach. Qualitative research methods are used to study scientific conditions, where the researcher is the key instrument. The research data sources consist of primary data obtained through interviews with key informants from several relevant agencies and secondary data obtained through intermediary media such as journals, books, the official website of the DPMP4KB of Magelang City, and regulatory documents related to PUG in Magelang City. The data analysis technique uses three levels of analysis, namely data collection, data reduction, data presentation, and conclusion drawing.

3. Results and Discussion

The strategy for implementing PUG policies to increase OPD participation through gender-responsive planning and budgeting in Magelang City continues to be implemented in accordance with applicable policies. In order to achieve the vision and mission of Magelang City, each OPD is encouraged to implement this policy in accordance with its duties and responsibilities and the relevant OPD environment. This study uses the policy implementation analysis theory model proposed by Edward III, which is interrelated and is a crucial factor in the planning and implementation process. There are four main factors in assessing PUG policies, including communication, resources, the disposition or attitude of implementers, and the organizational structure in the implementation of PUG policies. In addition, this study also uses a policy implementation theory model that is an important factor to be included, namely related to the economic, social, and political environment, which are crucial factors that influence the implementation process. This theory was proposed by Van Metter and Van Horn.

In supporting the implementation of PUG policies through gender-responsive planning and budgeting, the Indonesian government has established seven prerequisites for Gender-Responsive Planning and Budgeting (PPRG) as a tool to support the implementation of PUG policies, namely: 1) Government commitment; 2) PGRB regulations; 3) Clear PUG organization; 4) Availability of disaggregated data; 5) Instruments for gender analysis; 6) Availability of adequate human resources and budget; and 7) Community involvement.

3.1. Communication

Communication is the process of transferring information from one party to another by prioritizing the message and purpose of the information to the recipient. Communication is also a description of the

interaction between an individual and a group or other individuals to achieve a common goal. The process of providing information about PUG in Magelang City in this policy is carried out by the Magelang City Development Planning Agency and DPMP4KB as the leading sector and secretary in implementing policies and collaborating with agencies in Magelang City to implement PUG policies. The government uses various platforms such as official websites and document publications that can be easily accessed by all social media users and, of course, the community who need them. Accurate information not only helps the public understand existing regulations but also encourages active participation from all elements of society who need it. This concept is in line with the importance of public participation access, which emphasizes the influence of public information disclosure in building trust to support the implementation of PUG policies as a form of equality that benefits the welfare of men, women, and other marginalized groups.

In promoting the sustainability of PUG policies in Magelang City, DPMP4KB also coordinates with other government agencies, as well as collaborating and coordinating directly with educational institutions such as universities. In the context of Edward III's policy implementation theory, communication is a key dimension that is important in implementing a policy that needs to be carried out. There are three dimensions that must be implemented in order to achieve an optimal communication pattern. First is transmission, which refers to how communicators convey messages to other stakeholders. Second is clarity, which relates to the clarity of the policy, assessing how clearly and easily the content of the policy can be understood. Third is consistency, which relates to the suitability of the policy to the environment in which it is implemented.

The first dimension concerns the dissemination of PUG policy information in the city of Magelang, which is an important aspect for all stakeholders. This study relates to agencies that interact with each other to achieve the same goals. According to a statement made by the Head of PPPA, DPMP4KB Magelang City, the dissemination of PUG policy is carried out using several important media.

"The dissemination of information to OPDs in Magelang City through various platforms such as social media. Every year, before the implementation of the work plan, we will issue a mayor's circular letter to OPDs to include at least two sub-activities with a gender perspective or PPRG budget. Actually, it could be more, but we minimize it to two so that all OPDs can participate (interview with Mrs. Sari, Head of PPPA DPMP4KB)."

To disseminate information in order to support participation in the implementation of PUG, the Magelang City government uses its official website as a platform for information related to training activities and other matters. For legal information, circular letters use the Magelang City JDIH website as the main source of information that can be accessed by the entire community. Legal socialization is also carried out to relevant OPDs as a form of more effective communication conducted during the development planning meeting. As stated by the Magelang City Regional Inspectorate in an interview.

"In communicating PUG policies every year, there are always joint coordination meetings, whether in the form of socialization through technical guidance, workshops, or other work program discussion meetings. However, we routinely coordinate with other institutions or agencies because we are the supervisory team in implementing PUG in Magelang City. so we continue to coordinate with DPMP4KB and Bapperinda (interview on February 12, 2024)."

The second dimension is clarity, which relates to the transparency of information available and communicated to human resources in Magelang City OPDs. The applicable policy is Magelang City Regional Regulation Number 10 of 2012 concerning Gender Mainstreaming. To support the implementation of this policy, the Magelang City Government issued Magelang City Mayor Regulation (PERWAL) Number 35 of 2018 concerning Guidelines for the Implementation of Regional Regulations on Gender Mainstreaming. This regulation details the implementation of PUG and aims to create gender equality in Magelang City. In addition, this regulation also contains strategies for integrating a gender perspective as an important part of planning, drafting, implementing, monitoring, and evaluating policies, programs, and development activities in the region. The main objective of this regulation is to provide clarity for stakeholders who implement it and can be accessed through the Magelang City JDIH, which supports aspects of public information disclosure. This dimension also supports the government's commitment as one of the prerequisites for implementing PUG through PPRG.

"In Magelang City, there are 28 OPDs participating in implementing PUG policies. All existing OPDs are required to comply with applicable regulations by developing gender-responsive strategic

plans. This is in accordance with the KAK that has been circulated. Every OPD in Magelang City always uses gender substance in the RPJMD (Regional Medium-Term Development Plan) in formulating strategic plans, and this is a priority in its implementation. Thus, every strategic plan becomes gender-responsive" (interview with Mrs. Arum, Bappeda Magelang City).

This statement was also confirmed by Ms. Sari in the following interview excerpt, regarding how communication was carried out with several agencies responsible for implementing PUG policies.

"Existing regulations already govern working groups such as the Driver Team and leading sectors such as planning, which are under Bapperinda, while implementation is under DPMP4KB, which also serves as the secretariat, and supervision is under the Regional Inspectorate" (interview with Ms. Sari, Head of PPPA, DPMP4KB, Magelang City).

According to Magelang City Regulation Number 10 of 2012 concerning Gender Mainstreaming, the Mayor has the responsibility to implement PUG and appoint the OPD that handles women's empowerment as the coordinator in the implementation of PUG. In addition, a PUG Working Group (POKJA PUG) has been formed to accelerate the implementation of PUG. The POKJA PUG itself consists of all OPD heads. This is also in line with what was conveyed by Mrs. Sari, Head of the PPPA DPMP4KB Division of Magelang City, regarding the clarity of the policy, which this year will be slightly different and adjusted to the conditions in Magelang City.

The third dimension relates to consistency in implementing policies during the implementation process, with consistent communication ensuring that policies or programs can be carried out clearly and continuously. The Magelang City Government has strived to carry out the mandate contained in regional legislation as a form of sustainable development that improves the welfare of the community through equality and prosperity for the general public in Magelang City. As stated in an interview with Mrs. Arum from the Magelang City Development Planning Agency (Bappeda) below

"For PUG, using the program commitments that have been implemented, the driver team has been active since 2021 and has started to become active again. Even though it was still during COVID, we were committed to continuing to monitor and evaluate the implementation of PUG. So, at that time, we created an assessment form for each OPD, then we evaluated the results in each OPD. Have they implemented the PUG policy? Actually, all of them must have, because the Regional Development Planning Agency (Bappeda) planned for each OPD to have at least two sub-activities with a gender perspective, as evidenced by the use of draft analysis tools such as GAP or GPS."

Magelang City, as one of the cities that has implemented the PUG policy, always strives to continue improving its competence as a form of responsibility for the commitments it has made. This is in order to create good public service reform, namely public information disclosure. Communication carried out by each OPD is very diverse, through social media such as Instagram and Facebook, as well as direct communication to avoid miscommunication. The PUG policy is clearly regulated in regional regulations that are accessible to the public. The Magelang City Government continues to strive to maintain the sustainability of programs that support the policy despite facing the challenge of determining meeting schedules between existing OPDs. This effort aims to ensure sustainable gender-responsive development to meet the needs of the general public.

3.2. Resources

In addition to communication, there is also a second factor in policy implementation that greatly influences the planning, implementation, monitoring, and evaluation processes. Resources are an important factor that affects the smooth running of a policy implementation process. Resources are divided into several parts, including human resources, facility resources, and technological resources. These are the three types of resources that can be used by government organizations to achieve an optimal implementation process. Human resources are the most important resources compared to facility and technological resources. Human resources can be both subjects and objects in policy implementation. An organization needs to have high-quality human resources in terms of planning and implementation. In addition to human resources, facility and technological resources are also driving factors in the policy implementation process.

3.2.1 Human Resources

According to Intan (2024), human resources play a role as planners and directors of organizational goals. Therefore, it is very important for an organization to have human resources capable of driving the organization's progress. The workforce is an organizational value whose capabilities can always be improved with existing facilities to support values and skills, as well as provide training and education. Similarly, it is important for OPDs to improve the knowledge and skills of their human resources so that they are more competent in implementing PUG policies. This was conveyed by the Head of PPPA DPMP4KB Magelang City regarding the improvement of human resources who understand PUG in Magelang City.

“To improve capacity, we provide annual training to human resources, usually to program sub-divisions and each OPD, with two representatives from each OPD. So, two people from each OPD are trained in GAP GBS preparation. Then there is a rolling focal point, so each year there will be different people participating in the training.”

From the above statement, it can be seen that there are weaknesses in the implementation of PUG policies in Magelang City, as evidenced by the number of human resources participating in PUG training. The human resources involved should, of course, be able to drive the implementation of policies within the organization, but the fact that there is an exchange of human resources means that the knowledge gained is not maximized because different human resources seek different information and knowledge. In fact, apart from being focal points, they should be able to become agents of change within their organizations. Another factor that is a weakness in the implementation of the PUG policy is the difficulty in determining coordination schedules and meetings, as stated by Mrs. Sari, Head of the PPPA DPMP4KB Division.

“There is a team of drivers, then there is TOT who have already received training, but the obstacle in local government is indeed transfers. So when the person concerned is transferred, they are no longer involved. They are in a different field, so we continue to strive to improve capacity building so that every human resource can understand gender issues. However, for annual training, there are priorities, so sometimes it is still on the waiting list from the BKPSDM. For example, yesterday we received TOT for the WOS and WRM sectors, so the goal is PUG in the drinking water and water resource management sectors.”

In human resource planning as a crucial determining factor, it will be decided where the program will be implemented. The PUG planning process in Magelang City not only involves OPD human resources but also empowers the community that will be directly affected by the policies to be implemented. The resources involved in the planning process come from vulnerable groups such as children, people with disabilities, the elderly, including female heads of households who will directly feel the impact of existing programs. This is in line with what Mrs. Arum said in the following interview:

“For our own planning related to PUG, starting from the development planning process, we always try to involve, for example, vulnerable groups, children, then people with disabilities, and then the elderly. So, the planning process is tiered, starting from pre-musren, musren, which will include FGDs, public consultations, and even for conflicts themselves, we have a special segment for children and the elderly.”

The planning team involved in the implementation of PUG policies in Magelang City consists of five regional government agencies (OPD) or working groups (Pokja), including: (1) Regional Planning and Development Agency; (2) Inspectorate; (3) Agency for Community Empowerment, Women, Child Protection, Population Control, and Family Planning; (4) Regional Financial and Asset Management Agency (5) Public Welfare Division (Regional Secretariat). The sub-districts that already have PUG Pokja membership are: (1) North Magelang Sub-district; (2) Central Magelang Sub-district; (3) South Magelang Sub-district. To support the smooth implementation of PUG policies in Magelang City, there are also civil forums, including: a) the Magelang City Gender-Responsive Family Data Collection Forum; b) the Magelang City Gender-Responsive Family Data Collection Team; and c) the Magelang City Integrated Data Management Team.

The formation of a working group by the Magelang City government has become one of the strengths in managing available resources to achieve the objectives of the PUG policy. The clarity of this working group also demonstrates the government's commitment to involving all OPDs in the Magelang City area. This also supports the communication aspect of clarity in conveying information in accordance

with the existing legal framework. This also supports one of the seven prerequisites of PUG through PPRG, namely a clear and relevant bureaucratic structure, so that there is no overlap in coordination between OPDs in Magelang City.

3.2.2. Facilities and Technology Resources

In addition to human resources, other resources that also play an important role in supporting the successful implementation of policies are facilities and technology. A lack of supporting facilities can affect planned and upcoming programs. One facility that has a significant impact is the budget. In the implementation of PUG policies, the funds used come from the Regional Budget (APBD), the General Allocation Fund (DAU), and the Special Allocation Fund (DAK). Budget constraints are one of the weaknesses in the PUG policy implementation process. This was also conveyed by Ms. Arum in the following interview:

“This means that when the region has money, we can carry out all activities. However, due to limitations, we rely on some of the funds from above. So it is not purely from the regional budget. As GAP constraints often occur, we have planned this activity for September using DAK. It turns out that at the beginning of the year, the DAK was already allocated, but the DAK technical guidelines could not be used for this activity.”

With the enactment of Magelang City Regulation No. 10 of 2012 on Gender Mainstreaming, Article 13 stipulates that all OPDs are obliged to promote gender-responsive planning and budgeting (budget sources for PUG implementation come from the state budget, provincial budget, local budget, and/or other legitimate and non-binding sources of funding). The Magelang City DPMP4KB, as the secretary and coordinator of policy implementation, is the party that provides facilities to improve the knowledge of OPD human resources.

In implementing the PUG policy, supporting facilities are also always prioritized for vulnerable groups. Facilities and infrastructure in Magelang City that are already gender-responsive include ramps for people with disabilities and child-friendly rooms in every OPD office and other public spaces. This was also conveyed by Mrs. Iglima in the following interview excerpt:

“So in Magelang City, we always strive to ensure that public spaces are child-friendly. For example, at the Public Works and Spatial Planning Agency, we have a playground for children, and the same is true at other government agencies. This is mandatory. In public spaces such as town squares, there are also playgrounds for children. So all development must incorporate gender values”

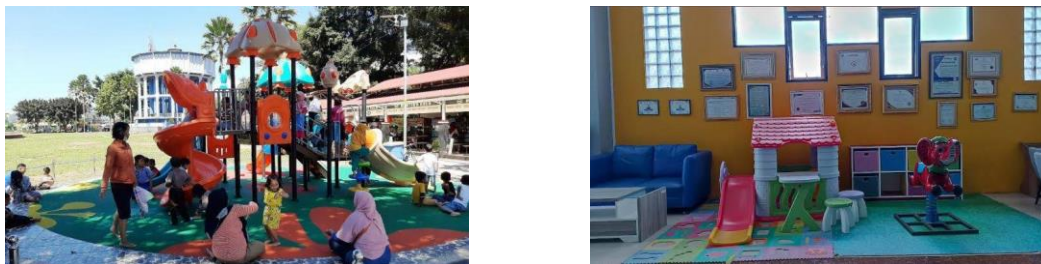


Figure 1: Child-friendly facilities available in every public space in Magelang City. Source: Author Documentation (edited)

3.3. Disposition or Attitude of the Implementer

Disposition or attitude of implementers refers to the attitude of implementers of regional resources in Magelang City. This is in line with the commitment to implement existing policies. Disposition is the third indicator that influences the implementation of a policy proposed by Edward III that must be completed. The stakeholders involved must have the attitude and commitment to promote community welfare through PUG policies. The government, community, non-governmental organizations, and other stakeholders must be committed to achieving the objectives of the PUG policy in Magelang City. In the process of implementing PUG policies in Magelang City, all agencies involved must demonstrate their commitment.

As revealed in an interview with Ms. Iqlima, Head of Finance at the Magelang City Public Works and Spatial Planning Agency, the commitment is based on how to implement PUG programs in

accordance with gender-responsive policies. *“In implementing the existing programs at the DPUPR, we adjust them to the terms of reference (TOR). Of course, there are also programs that already include gender and have been calculated using GPS or GPA, which we will examine to see whether the gender values are equal or not, or whether they already include gender values or not.”*

In line with this statement, every OPD in Magelang City is required to comply with the rules and policies agreed upon in the Magelang City RPJMD. With the existence of policies and work frameworks, every OPD in Magelang City is required to comply with them. We can see this in the programs that have been implemented by each OPD, namely how each OPD implements policies in accordance with their respective conditions. In accordance with the statement by Ms. Iqlima from the Magelang City DPUPR, *“Gender-responsive programs at the DPUPR are in line with its field of work, namely sanitation, such as the provision of toilets for women and men, or other programs related to child-friendly spaces, sidewalks for people with disabilities, and ramps for people with disabilities in every building in Magelang City.”*

The attitude of human resources implementers in Magelang City is excellent, as evidenced by the many awards given to Magelang City for its commitment and consistency in implementing PUG policies. These awards include the APE (Anugerah Parahita Ekapraya) in the Nindya category. This commitment is carried out in accordance with PUG regulations and through PPRG. This award is proof that Magelang City has successfully implemented policies by striving for equal access, participation, control, and benefits between men and women. The attitude of the implementers also reflects the commitment and participation of OPDs in each existing program.

3.4. Bureaucratic Structure

The implementation of PUG policies requires a responsive bureaucratic structure as a form of policy implementation through Edward III's theory, whereby bureaucratic structure is one of the important factors that must be implemented properly. A clear and systematic bureaucratic structure that is in line with implementation needs will facilitate better coordination. In addition to meeting these needs, it must also be relevant to the conditions in Magelang City. Considering that PUG policies are implemented by OPDs with different performance backgrounds, this is a form of participatory and conditional coordination so that these policies can be activated and implemented in accordance with the vision, mission, and objectives.

In Magelang City, the bureaucratic structure for implementing PUG policies is under the DPMP4KB as the coordinator and secretary for the implementation of PUG policies. In addition to the DPMP4KB as the structural administrator, there is also participation from other agencies as a form of responsibility in implementing existing regulations. Other agencies that contribute include (1) the Regional Planning and Development Agency; (2) the Inspectorate; (3) the Regional Financial and Asset Management Agency; and (4) the People's Welfare Division (Regional Secretariat). The PUG Working Group in Magelang City was formed through the Mayor's Decree Number 260/65/112 of 2016 concerning the Formation of the Magelang City PUG Working Group.

In addition to OPDs that are already committed and have a clear bureaucratic structure, several subdistricts in Magelang City also have Pokja membership as a form of participation and commitment in the implementation of PUG policies, namely (1) North Magelang Subdistrict; (2) Central Magelang Subdistrict; (3) South Magelang Subdistrict. The PUG technical teams formed in Magelang City include: the Technical Team for Gender-Responsive Budget Analysis, the Technical Team for Gender Analysis in Magelang City, and the Team for Gender-Responsive Budget Planning in Magelang City.

Through existing policies, this is in line with what Ms. Arum said in the following interview excerpt: *“Each OPD has its own focal point, so the hope is that the focal points in each OPD can become agents of change in their respective environments. In addition, the head of each OPD will automatically become a member of the Working Group, although this is often only an agreement on paper, and we must coordinate further and measurable implementation processes.”* With this statement implied, commitment remains a crucial matter that must be maintained and preserved, because the commitment between OPDs is still largely an agreement on paper.

From the results of this interview, it can be ascertained that the bureaucratic structure in a policy implementation process greatly determines the results that will be achieved. The bureaucratic structure also reflects the commitment of the relevant OPDs to continue to carry out their responsibilities. The

bureaucratic structure can be one of the crucial keys to overcoming weaknesses and uncontrolled resources, communication, the attitudes of each policy implementer, and how community participation is incorporated into its implementation. This also serves as a form of assurance that each OPD is committed to continuing to participate in the planning and implementation of PUG policies through PPRG.

3.5. Community Participation

Community participation is the fifth factor in the theory proposed by Edward III. Community participation plays an important role in sustainable and gender-responsive national development. Community participation can influence government policy and also serves as a form of community involvement in public policy. The community is not only the object that will receive programs in the policy but also the planner that suits their needs in the field. Community participation will generally expand the public's access to resources and will be adjusted to community welfare services. With this system in place, it will be easier for the government to improve the quality of life of the community and reduce social inequality among local communities.

The communities involved in PUG policy planning include vulnerable groups such as children, people with disabilities, and women. This is in line with the statement made by Ms. Arum, as follows:

"So, the planning process is carried out in stages, starting from pre-musren, musrenbang, which includes FGDs, public consultations, and even for conflicts, we have a special segment for children and the elderly. There is also a children's Musrenbang. Last year, we held it in three sub-districts, specifically to accommodate the aspirations of children, so we invited all elements that are certainly the targets of our program so that they could convey their aspirations."

This is also in line with what was conveyed by the Head of PPPA as one of the areas that aims to improve the welfare of women and children. The programs that will be implemented will certainly have a direct impact on women and children. We can see this from the existence of the OBAMA (Organisasi Bocah Asli Magelang) children's forum as a platform for children and teenagers to improve their capacity and as a forum that addresses children's issues in Magelang City.

"At DPMP4KB, we have a program called Women Heads of Households and Vulnerable Women (PEKKA) that focuses on improving the economic livelihoods of families. Participants are given training in areas such as home economics and fashion design. Not only that, but we also frequently conduct outreach activities for children by visiting schools or inviting children to come to the office," said Ibu Sari (interview on February 10, 2025).

Based on the circumstances and statements that have been identified and analyzed in depth, the work programs in each OPD are in accordance with the KAK and use the GAP and GPS gender analysis tools in line with the commitments of the Mayor and relevant agencies in accordance with PUG policies and gender responsiveness. Of course, this is in line with the direct participation of the community. Each existing work program will have a direct impact and provide benefits as a form of communication, disposition, and adequate and relevant bureaucratic structure in the city of Magelang.

In addition to community participation, gender equality is also promoted through services for families in realizing gender equality, including: P2TP2A or also known as (Handling Violence Against Women), PUSPAGA (Prevention and consultation services for violence and the realization of harmonious families), PATBM (services to the community aimed at providing protection and fulfilling the rights of children in villages/sub-districts), BKR, BKB and BKL (providing services to the community and educating the community about the importance of the role of the family in shaping healthy, harmonious and quality individuals). Fattayat NU Organization (An organization of Nahdlatul Ulama (NU) women that acts as a form of concern for women, especially teenagers and young women).

3.6. Economic, Social, and Political Environment

Magelang City is one of the small cities that is administratively located in the center of Magelang Regency and is certainly at the crossroads of the economy and transportation hub between the cities of Semarang-Magelang-Yogyakarta and Purworejo-Temanggung. This factor is one of the advantages that Magelang City has in order to continue to improve its urban layout, development, and the welfare of its people. Not only that, Magelang City should also serve as a model of progress for other cities in the surrounding area.

Due to its strategic location, Magelang City has been designated as a Regional Activity Center (PWK) consisting of several other cities or regencies, namely Purworejo Regency, Wonosobo Regency, Temanggung Regency, Magelang City, and Magelang Regency. The area of Magelang City is 1,812 hectares (18.12 km²), which is administratively divided into 3 subdistricts and 17 urban villages, with an average area of no more than 2 km². The three subdistricts are North Magelang Subdistrict, Central Magelang Subdistrict, and South Magelang Subdistrict, with areas of 6.29 km², 5.12 km², and 7.13 km², respectively.

In an economic context, as a regional center of activity, this can increase economic transactions in Magelang City, which directly impacts the economic conditions of every household in the city. Magelang City is also one of the main centers of economic activity in Central Java. Based on its geographical conditions and astronomical position, Magelang City has the potential to become one of the fastest-growing cities. Gender equality is one of the main focuses of development in Magelang City, which aims to improve the quality of life of human resources, including the role of women in the development process. The progress of women's roles is measured through an increase in the Gender Development Index (GDI), which measures the quality of life of women by combining the components of education, health, and economy. In addition, an increase in the Gender Empowerment Measurement (GEM) is also an indicator, which focuses more on women's participation in the economic, political, and decision-making fields.

In line with this fact, economic conditions play a very important role in increasing value and supporting the implementation of PUG policies in Magelang City. This statement is also proven by data from the Central Statistics Agency (BPS) of Magelang City regarding the source of per capita income for women in 2023, which is 42.42 percent, an increase of 0.58 percent in 2021. Women's empowerment in the economic sector is an important indicator for improving the development index. The nominal change in the gender development index (GDI) that occurred between 2017 and 2023 was driven by increases in components such as life expectancy, average length of schooling, and per capita expenditure. There are several activities to support women in Magelang City, namely activities to increase economic productivity for female heads of households and vulnerable women through economic empowerment training, recruitment of female employees (PT. Micro Madani Institute), and improving the abilities of people with disabilities through batik training.

In the social sector related to gender policy issues in Magelang City, the focus is on the situation of people with social welfare problems, as this group will be the main target of government development efforts. In the concept of social welfare for citizens, this group is known as People with Social Welfare Problems (PMKS), the poor, vulnerable groups, and people with disabilities who are the targets of social services. So far, gender programs have not only focused on issues of men and women, but also on marginalized and vulnerable groups. Therefore, gender policies must be optimized to support the achievement of public rights and needs for vulnerable groups and women.

Magelang City is one of the cities that has implemented gender equality and fulfillment of the rights of marginalized and vulnerable groups. Examples include programs implemented by the Magelang City Development Planning Agency (Bappeda) regarding disability-friendly schools, and the Public Works and Public Housing Agency (DPUPR) providing child-friendly spaces, wheelchair-accessible sidewalks, and ramps for people with disabilities. These are forms of improving the welfare of the people of Magelang City so that they can enjoy equal rights. As shown in the data presented in Table 3 below, regarding the number of people with disabilities.

Table 3. Number of people with disabilities

Subdistrict	Population	2022		2023		
		People with Disabilities (jiwa)	Percent	Population	People with Disabilities (jiwa)	Percent
North Magelang	37617	140	0,37	37423	107	0,29
Central Magelang	48476	225	0,46	48559	166	0,34
South Magelang	42171	183	0,43	41983	150	0,36
Magelang City	128264	548	0,43	127965	423	0,33

Source: Magelang City Statistics Office, 2024

In politics, women's involvement in parliament is one of the main indicators used to measure women's participation in public decision-making through the Gender Empowerment Measure (GEM) or women's empowerment index. Women's political participation in Indonesia, especially in political institutions, is still relatively low, resulting in minimal representation of women in these institutions. Women are often not involved in the political process, especially in decision-making, which is often associated with psychological factors related to women. In fact, many decisions have a major impact on women, who should be the main actors in the decision-making process.

Magelang City is one of the cities that implements PUG policies through PPRG, which emphasizes women's participation and involvement in decision-making. Women's representation is a mandatory requirement for political parties to participate in elections. Every political party must meet a 30% quota for women in politics. The active representation of women in legislative bodies is a manifestation of women's growing political awareness. Women's participation in the political sphere is not only reflected in their participation in the decision-making process, but also in their significant contribution to fighting for women's rights. Data on women's involvement in politics in Magelang City can be seen in Table 4 below.

Table 4: Gender inequality data in Magelang City

City Area	[Gender Inequality Index-GII] Percentage of Representation in the Legislature by Gender (Percent) (Percent)					
	Male			Female		
	2021	2022	2023	2021	2022	2023
Magelang City	76,00	76,00	80,00	24,00	24,00	20,00

Source: Magelang City Statistics Agency, 2024

Based on the above data, women's representation in politics certainly influences equality and reduces gender inequality in the legislative field in Magelang City. Therefore, the political environment greatly influences the implementation of policies, especially mainstreaming policies that emphasize equality between women and men in decision-making. The economic, social, and political environments greatly influence the implementation process of PUG policies and help promote values of equality within society. Therefore, in the PUG policy process in Magelang City, which requires the involvement of all political elites and OPDs, continuity must be maintained. This is the responsibility of the Magelang City government to commit to and set a good example for other regions in Indonesia.

4. Conclusion

The implementation of PUG policies in Magelang City is carried out vertically with all existing OPDs. OPD participation is measured using the implementation theory proposed by Edward III, Van Metter, and Van Horn. Communication is carried out through social media, circular letters from the Mayor, and direct communication through socialization and development planning meetings. Public discussion forums are key to conveying information. Human resource knowledge needs to be improved in relation to PUG policies, and trained PUG human resources as focal points are expected to become agents of change within their organizations. Limited human resource knowledge related to PUG and budget constraints are structural weaknesses in the implementation of PUG policies. This also affects the active involvement of OPDs in their commitments. The disposition in the implementation of this policy is very structured, as evidenced by the awards received by the city of Magelang. One of the weaknesses that is still often encountered is that many human resources still consider gender equality to be only about gender, when in fact gender also focuses on the rights of vulnerable groups.

The Magelang City Government, in this case the DPMP4KB and Bepedda of Magelang City, plays an important role in continuing to increase the commitment of other OPDs to continue participating. This can be done by strengthening regulations and moral obligations for each OPD head. Every trained PUG human resource must become an agent of change by providing further guidance to all human resources in each OPD. Supervision and evaluation must be carried out every semester (six months) to maintain the consistency and commitment of each OPD.

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