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Gender Equality and Women Empowerment in The National Development of Indonesia

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ABSTRACT

Gender Equality and Women Empowerment has been part of the National Long-Term Development Plan (*Rencana Pembangunan Jangka Panjang/RPJP*) of Indonesia for the period of 2000 – 2025. Every five year the national government of Indonesia prepares the National Medium-Term Development Plan (*Rencana Pembangunan Jangka Menengah Nasional/RPJMN*). This paper explores the status of gender equality and women empowerment in the national development of Indonesia, especially during the period of the implementation RPJMN of 2015 - 2019. This paper consists of review of national development policies, analysis of situations and problems related to gender equality and women empowerment, and achievements of gender mainstreaming in development of various sectors during the implementation of RPJMN of 2015-2019. It also delivers recommendations for direction of policies and programs for the next national medium-term development plan (RPJMN of 2020 – 2024). Data for this paper are derived from reviewing policy documents, official reports of ministries and government agencies, analyzing official statistical data and other secondary data from various sources.

Keywords: gender equality, women empowerment, gender mainstreaming, and development.

1. Introduction

National development is a constitutional mandate that is carried out gradually, continuously and sustainably through development planning as outlined in the National Long-Term Development Plan (RPJPN) and the National Medium-Term Development Plan (RPJMN). National development planning is aimed at: 1) supporting coordination between development actors; 2) ensure the creation of integration, synchronization and synergy between regions, inter-space, inter-time and inter-governmental functions, as well as between central and regional governments; 3) ensure the linkages and consistency between planning, budgeting, implementation and supervision; 4) optimize community participation; and 5) ensure the achievement of the use of resources efficiently, effectively, fairly and sustainably. Meanwhile, the planning process of development consists of the following series of steps: 1)

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preparation of plans; (2) determination of the plan; (3) controlling the implementation of the plan, and (4) evaluating the implementation of the plan.

The National Long-Term Development Plan (RPJPN) is a national development planning document for a period of 20 years. The current RPJPN is RPJPN 2005-2025. The National Medium Term Development Plan (RPJMN) is a national development planning document for a period of 5 (five) years, prepared as part of the RPJPN. The RPJPN 2005-2025 is divided into 4 (four) stages of the RPJMN, namely RPJMN I Year 2005-2009, RPJMN II Year 2010-2014, RPJMN III Year 2015-2019, and RPJMN IV Year 2020-2024.

The national vision of the long-term development stated in the RPJPN 2005-2025 is the creation of healthy, intelligent, productive and noble people and a more prosperous society in sustainable development driven by a more developed, independent and equitable economy in all regions supported by providing adequate infrastructure and strengthening the unity and integrity of the nation which is imbued by a strong character in the container of the Unitary Republic of Indonesia organized with democracy [based on Pancasila values] as a guideline in the life of society, nation and state and upholds the upholding rule of law.

The RPJPN 2005-2005 has paid attention to aspects of gender equality by acknowledging problems and challenges in realizing gender equality and including gender dimensions in one of the national development missions, namely the fifth mission (to realize equitable development and justice), and to include dimensions of gender and gender equality in in the development component, especially in the development of human resources.

The identification of problems, directions, strategies and targets of gender equality policies in national mid-term development started from RPJMN II of the year 2010 – 2014 where Development of Gender Equality and Women's Empowerment became on ecomponent of the RPJMN. Since then, the development of gender equality and empowerment of women has been directed at improving the quality of life and the role of women in various fields of development; decreasing in the number of acts of gender-based violence, exploitation, and discrimination against women; and strengthening institutional and gender mainstreaming networks and women's empowerment at the national and regional levels, including the availability of disaggregated data based on gender and gender statistics.

Although development of gender equality and women empowerment has become part of the RPJMN, the critical question needed to be raised is about the status of gender equality and women empowerment in various sectors within the national development.

This paper delivers the examination of the the status of gender equality and women empowerment in the national development of Indonesia, especially during the implementation of the RPJMN of 2015 – 2019. In doing so, this paper consists of discussion on the conceptual trajectories of gender and development, review of national development policies, analysis of situations and problems related to gender equality and women empowerment, discussion on the achievement of gender mainstreaming in development sub-sectors. It also delivers the recommendations for direction of policies and programs for the next national medium-term development plan (RPJMN 2020 – 2024). Data for this paper are derived from reviewing policy documents, analyzing statistical data and other secondary data from various sources. More detailed analysis has been presented in a full report of the research (Siscawati et al, 2019) written by the authors of this paper.

2. Conceptual Trajectories of Gender and Development and Mainstreaming of Gender Equality and Women Empowerment

The conceptual and theoretical debates on development began during the the United Nation's First Development Decade in the 1960s, where the UN and main countries that had leading role in developing the concept of international development focused on reducing poverty through economic growth and the "trickle-down" approach. Part of the debates was how to include women's concerns and needs. The development agenda started to include women's concerns and needs in the 1970s (Connely et al, 2000; Parpart et al, 2000). At that time the approach of Women in Development (WID) began to be formulated. However, WID rarely addressed fundamental questions about women's subordination. The WID approach generally ignored the impact of global inequities on women in the Third World and the importance of race and class in women's lives. Critical comments on the WID concept triggered the formulation of the concept of Women and Development (WAD), which aim to include women in the full cycle of development planning and implementation (Connely et al, 2000).

Observing the implementation of the grand design of development by various international agencies agencies, women's movements activists and academicians on women's studies

started to realize that the trickle-down approach of the international development concept could not address underlying causes of poverty. This group of activists and academicians published papers and advocated for the adoption of “the basic-needs strategy, which focused on increasing the participation in and benefits of the development process for the poor, as well as recognizing women's needs and contributions to society” (Parpart et al, 2000).

At the end of the 1970s the above approach began paying attention on gender relations in development. This attention was formulated based on a series of microlevel studies which identified the differences in “entitlements, perceived capabilities, and social expectations of men and women, boys and girls” in the development process (Parpart et al, 2000). A series of academic research has showed that the household is actually an arena of gender-based relations where bargaining, cooperation, or conflict among household members happen. This complex situation does not stop at the household level but also at the community level. Parpart et al (2000) continues stating that, “the norms, laws, and social values of society, the differences in the status of men and women have profound implications for how they participate in community life as a whole,” therefore these complexities contribute to the development process. The differences in the status of men and women, which are influenced by a variety of factors including gender related norms as well as gender-related and other social values, embody social and power relations that constitute the setting for the implementation of development programs. Furthermore, these differences influence program outcomes (Reddock, 2000). Academic research carried out in the 1980s and 1990s examined that gender relations mediate the process of development (Parpart et al, 2000). Attention on gender relations in development influenced the development of the analytical concept of Gender and Development (GAD) (Reddock, 2000; Connely et al, 2000).

The concept of development continues to grow with more focus on the rights of every citizen to the development process. The United Nations declared in 1986 the right to development as an inalienable human right. This approach contributed to the formulation of the concept of the rights-based development (Siscawati et al, 2019). The concept of rights-based development is one of the main references for the development of the concept of human development. Since 1990 the United Nations Development Program (UNDP) has developed the concept of the Human Development Index (HDI). HDI explains how residents can access the results of development in obtaining income, health, education, and so on. HDI is formed by 3 (three) basic dimensions: 1) Longevity and healthy living; 2) Knowledge; 3) Decent

standard of living. HDI is published regularly by UNDP in the annual Human Development Report (HDR) report.

The human development approach was further elaborated into the eight Millennium Development Goals (MDGs), which are a set of internationally agreed, time-bound and measurable goals and targets for combating poverty, hunger, disease, illiteracy, environmental degradation and discrimination against women. The United Nations General Assembly during the Millennium Summit in 2000 enacted the MDGs as a roadmap to implementing the vision of the eight chapters of the Millennium Declaration. The overall target date for combating extreme poverty, achieving human development and building a global partnership is 2015. The MDGs was further developed into another concept namely the Sustainable Development Goals (SDGs). SDGs provides a shared blueprint for peace and prosperity for people and the planet, now and into the future. The 2030 Agenda for Sustainable Development was adopted by all member states on the United Nations in 2015. At its heart of the SDGs are the 17 goals for sustainable development, which are an urgent call for action by all countries - developed and developing - in a global partnership.

Mainstreaming of gender equality, which then commonly known as gender mainstreaming, has been part of the formulation of the development policies and programs. Gender mainstreaming refers to a series of strategies to integrate gender perspectives in the development of institutions, policies and work programs, including the design and implementation of policies, programs, monitoring and evaluation, as well as in collaboration with external parties and / or external parties. The series of strategies are based on insight, critical awareness and data obtained from gender analysis. Gender mainstreaming also offers a framework of basic definitions of key concepts, proposes principles of action and outlines lines of responsibility within the organization for mainstreaming gender in all its programs (UNDP 2013).

Caroline Sweetman (2015) critically examines gender mainstreaming in development, presenting various forms of tensions in the application of gender mainstreaming at the conceptual and practical levels. According to Sweetman, there has been “misapplications, misuses and misunderstandings” of gender mainstreaming where in many cases women have only been added in it. Sweetman (2015) then argues that “[r]ather than adding women to recipes for poisonous, unsustainable development based on exploitation –in particular, of women in poverty in the Global South, or portraying these women as virtuous victims while

failing to support their activism and demands for justice – development organisations need to make a commitment to transformative gender mainstreaming.”

In addition to gender mainstreaming, there is another concept that closely attached to it namely the concept of women empowerment. The embryo of the concept of women's empowerment began to develop in the 1970s. The development of this concept cannot be separated from the general empowerment concept which was developed from a series of efforts to pay attention to marginalized groups and encourage them to become one of the main actors in various aspects of life. This series of efforts was carried out by various parties involved in social movements, including through a critical education approach as pioneered by Paulo Freire in Brazil in the 1970s. In its development, the concept of empowerment began to be used in an effort to encourage and strengthen women so that they could be involved in various steps to improve their quality of life. The 1995 Beijing Conference was a milestone for the development of the concept of women's empowerment (Siscawati et al, 2019)

One of the thinkers who developed the concept of women's empowerment was Naila Kabeer. Kabeer interpreted it as a re-transformation of power relations between women and men so that women have greater power over their own lives. Over time, Kabeer felt the need to deconstruct his ideas about power in order to consider empowerment. Kabeer explained: "Empowerment strategies for women must be aimed at building strength in women as an addition needed to improve their ability to control resources, to set agendas and make decisions. Such power cannot be given; rather it must be produced by women themselves through various events (Kabeer, 1999).

3. Methods and Framework

This paper is written based on a research that adopted the following methods: a) review of primary policy documents; b) analysis of official statistical data produced by government and other institutions during the period of RPJMN of 2015 - 2019; c) review of other secondary data including official reports and documents published by government, civil society organizations, and other institutions; d) review of academic research reports as well as academic papers published by scientific journals.

In examining the realization of gender equality and women empowerment within various development sectors in Indonesia, the authors formulated a research framework based on

examination of related documents and a series of discussions with government agencies, civil society organizations, academics and various relevant parties. This research framework consisted of a set of development issues that relate to various sectors in the national development in Indonesia which we examined in terms of realization of gender equality and women empowerment. These development issues are categorized as priority issues, strategic issues, elemental issues, and emerging issues.

3.1. Priority Issues

Priority issues are "fundamental" issues that are closely related to development indicators related to gender equality and women's empowerment. The study team formulated the following five issues as part of priority issues: [1] Education, [2] Health, [3] Work and Employment, [4] Violence against Women, and [5] Discrimination and the Rights of Vulnerable Groups.

3.2. Strategic Issues

Strategic issues include important components in the implementation of national and regional development, which have a fairly large scale of impact and a high level of significance for the realization of gender equality and women's empowerment. The study team formulated the following issues as part of a strategic issue: [1] Law, [2] Politics, [3] Economics, [4] Infrastructure, and [5] Natural Resources and the Environment.

3.3. Elemental Issues

Elemental issues include the basic components that are absolutely necessary for the realization of gender equality and women's empowerment in national development in Indonesia. The study team formulated the following two issues as part of the elemental issues: [1] Institutional and Institutional PUG Strategy through Gender Responsive Planning and Budgeting (PPRG), and [2] Socio-Cultural Issues.

3.3.1. Institutionalization and Institutionalization of the PUG Strategy through Gender Responsive Planning and Budgeting (PPRG)

Gender mainstreaming strategies in Indonesia have been translated into formal, institutionalized steps, known as Gender Responsive Planning and Budgeting (PPRG). This formal step becomes an obligation for all government agencies and state institutions in the process of planning and implementing policies and work programs.

3.3.2. Socio-cultural Issues

The RPJP 2005-2025 states that the development of national culture is characterized by the character of a society of faith and piety, intelligent, innovative, high work ethic, virtuous, tolerant, mutual cooperation, patriotic, dynamic and oriented to science and technology. The vision of long-term development is to build and strengthen national identity, strengthen the integrity of a multi-cultural-based nation, develop innovative cultures that are science and technology-oriented and technology as well as civilized arts. This is increasingly relevant and needs to be 'echoed' again in the midst of the nation's divided situation because of sedition, politicization of religion and politics of identity.

3.4. Emerging Issues

Emerging issues are new issues that are urgent to be addressed. It contains the latest issues that have a gender dimension while simultaneously threatening efforts to realize gender equality and women's empowerment as well as human development efforts and national development as a whole.

4. Policies on Development, Gender Mainstreaming, and Gender Mainstreaming and Women Empowerment in Development in Indonesia

4.1. The National Long-Term Development Policy

Law No. 17 of 2007 concerning the 2005-2025 National Long-Term Development Plan stipulates that the vision of national development is to realize an independent, developed, just and prosperous Indonesia. Mandiri means being able to realize equal and equal lives with other nations by relying on their own abilities and strengths. Forward means a high level of prosperity accompanied by a system and a solid political and legal institution. Fair means that there is no limitation / discrimination in any form, whether between individuals, gender, or region. Makmur means that all the life needs of the Indonesian people have been fulfilled so that they can give meaning and significance to other nations.

The long term development vision is realized through 8 (eight) missions, namely: 1) Realizing a noble, moral, ethical, cultured, and civilized society based on the philosophy of Pancasila; 2) Realizing a nation that is competitive to achieve a more prosperous and prosperous society; 3) Realizing a democratic society based on law; 4) Realizing a safe, peaceful and united Indonesia; 5) Realizing equitable development and justice; 6) Realizing a

beautiful and sustainable Indonesia; 7) Realizing Indonesia to be an independent, developed, strong and nationally based archipelago; 8) Creating Indonesia plays an important role in the international community.

The second mission in the 20-year of development plan (RPJPN), which is to realize a competitive Indonesian nation to achieve a more prosperous and prosperous society, is further elaborated into five targets, one of which is increasing the quality of human resources, including women from various social groups including vulnerable groups. In addition to the second mission as mentioned above, each mission in RPJPN 2005-2025 has a gender dimension. Thus, a gender perspective must be an important part of a series of national development processes.

4.2. Policies on Gender Equality Mainstreaming and Women Empowerment in Indonesia

Pengarusutamaan Gender/ PUG is the Indonesian term for gender equality mainstreaming in Indonesia. PUG has been formulated as a strategy to integrate gender perspectives in development of all sectors in Indonesia. The integration of the gender perspective starts from the process of planning, budgeting, implementing, and monitoring and evaluating all development policies, programs and activities. PUG is aimed at realizing gender equality in development, namely development that is more just and equitable for all Indonesians, both men and women. Gender equality can be achieved by reducing the gap between male and female residents in accessing and controlling resources, participating in decision-making and development processes, and benefiting from development policies and programs. In addition, gender equality can be achieved by empowering women as well as a series of affirmative steps for women from various social groups including vulnerable groups who are in a situation far behind due to high gender disparities and various other forms of inequality. Thus, PUG is intended to realize gender equality and empowerment of women.

The mandate to implement PUG by all ministries / institutions and local governments has begun since the issuance of the Presidential Instruction (Inpres) of the Republic of Indonesia No. 9/2000 on Gender Mainstreaming in National Development. This mandate is strengthened through Law No. 17/2007 concerning the National Long Term Development Plan (RPJPN) 2005 - 2025, which is outlined in the 2004-2009 National Medium Term Development Plan (RPJMN) and the 2010-2014 RPJMN. In order to accelerate the implementation of PUG, in 2012 a National Strategy for the Acceleration of Gender Mainstreaming was launched through Planning, Gender Responsive Budgeting (Nastra

PPRG) through Circular of the State Minister for PPN / Head of Bappenas, Minister of Finance, Minister of Home Affairs and State Ministers of PP and PA. Law No. 6/2014 on Villages also states the importance of PUG in development and village governance. The Law stipulates that the Village Head and the Village Consultative Body are obliged to carry out democratic life and gender justice. Furthermore, Government Regulation (PP) No. 43/2014 Article 121 Paragraph 1 (as an implementation rule of Law No. 6/2014) states that the implementation of village development activities is determined by considering gender justice. Even the Inter-Village Cooperation Agency must consider gender justice in the membership of village community leaders.

4.3. Policies on Gender Equality and Women Empowerment in Development in Indonesia

Problem formulation, direction, strategy, and policy objectives for gender equality in national-level medium-term development began since RPJMN II (2010 - 2014), namely the Development of Gender Equality and Empowerment of Women. As stated previously, since then the development of gender equality and women's empowerment has been directed at improving the quality of life and the role of women in various fields of development; decreasing the number of acts of gender-based violence, exploitation, and discrimination against women; and strengthening institutions and networks for gender mainstreaming and women's empowerment at national and regional levels, including the availability of sex disaggregated data and gender statistics.

In the 2015-2019 RPJMN III the gender perspective in all fields and stages of development is emphasized. Equality in development is nothing but to improve the quality of Human Resources (HR) and sustainable development. The targets to be achieved are improving the quality of life for women, increasing the role of women in various fields of life, integrating gender perspectives in all stages of development, and strengthening gender mainstreaming institutions, both at the central and regional levels. However, efforts to integrate a gender perspective in all aspects of development are not easy. The challenge in accelerating the improvement of gender equality and the role of women in development is to increase the understanding, commitment and ability of policy makers and development actors on the importance of integration, institutional strengthening of gender mainstreaming including gender responsive planning and budgeting.

5. Problems and Challenges of Realizing Gender Equality and Women's Empowerment in Development in Indonesia

The examination of the implementation of RPJMN 2015 – 2019 in various key sectors has helped the authors of this paper to have a picture about how gender equality and women empowerment implemented and realized during the period of RPJMN 2015 – 2019. The realization of gender equality and women empowerment, which is one of the development goals set out in the 2005-2025 RPJPN, has been blocked by a series of problems and challenges. The major problems faced in the realization of the development of gender equality and women's empowerment are still the existence of gender gaps in various fields and the continuing occurrence of violence against women and vulnerable groups. There is a series of "fundamental" problems in development because they are closely related to development indicators related to gender equality and women's empowerment, namely education, health, employment, violence against women and vulnerable groups, and discrimination and violations of the rights of vulnerable groups.

In the education sector, a series of problems that are: 1) there is still gender inequality in early education to senior secondary education that is shown in the net enrollment rate (APM), Average School Length (RLS), and educational attainment 2) gender inequality in the research and higher education sector; 3) the realization of disability mainstreaming in gender responsive education has not yet been realized; 4) non-formal education has not adopted a gender equality perspective and women's empowerment; 5) the education curriculum is still gender biased and has not benefited women and vulnerable groups.

In the health sector, one of the main problems still faced is the high Maternal Mortality Rate (MMR), where MMR based on SUPAS 2015 is 305 per 100,000 live births, which has exceeded the Renstra 2019 target (306 per 100,000 live births), but still very far from the 2015 MDG target (102 per 100,000 live births). Main Factors / Risks The contributors to AKI consist of four factors: direct factors, indirect factors, delay factors, and a factor of "four Ts" (4 T) which is too young to conceive, too many pregnancies, too close (of the period time between one pregnancy to another), and too old age of pregnant women.

Direct factors of maternal mortality rate according to Ministry of Health data in 2013, 2014, and 2016 were anemia: 37.1% (2013), Chronic Energy Deficiency (SEZ): 24.2% (2013), hypertension in pregnancy: 6.3% (2013); > 25% (2014, 2016), and bleeding: 39% (2016).

Indirect Factors of high MMR are closely related to: a) Child / early marriage (still high percentage of women with first marriage less than 20 years): the age range is still young when the mother gives birth, where the mother's reproductive condition is not ready. b) Low maternal education level and welfare status; c) There is still insufficient access to health services, especially maternal health services (delivery assistants, delivery places / facilities, service quality), especially in the eastern regions of Indonesia, remote and outermost areas; d) There is a gap in access to maternal health services in certain regions. Delay factors, namely late making decisions to be referred (including being late in recognizing danger signs), being late in the health facility during an emergency, and being late in getting adequate services from health workers. Three factors for this delay are also known as "three late." Meanwhile, factor 4 is too much too young to get pregnant, too much, and too close.

Another major problem in the health sector is the high mortality rate of neonatum (AKN) that contributes to the infant mortality rate (IMR) and under-five mortality rate (AKBa). In addition, there are still problems with babies with low birth weight (LBW), malnutrition / malnutrition in children under five, malnutrition in infants, and stunting in boys and girls under five. Infant mortality, LBW, the incidence of malnutrition, malnutrition, and stunting in infants are closely related to the gender inequality faced by the mothers of these babies.

Another major problem in the health sector is the prevalence of HIV / AIDS, indicated by the increasing number of HIV / AIDS cases reported. The increasing number of HIV / AIDS cases is related to the low public knowledge about HIV / AIDs and the prevention of HIV / AIDs behavior especially among women and especially women in rural areas. In addition, there are other problems in the handling of HIV / AIDS, namely the still high stigma and discriminatory treatment of the community and health workers for PLWHA, which has a large potential for the number of unreported cases and treatment. The public view that tends to position women as the party blamed in the case of HIV / AIDS, has an impact on the emergence of women's reluctance to check their health and report it. So there is a possibility that the number of unreported cases of HIV / AIDS infection in women is still quite large.

In the field of workforce, a series of problems in the realization of gender equality and women empowerment are: 1) the low level of participation and quality of the female workforce in the formal sector; 2) limited protection and low quality of female workers in the informal sector. The low quality of female workers in the formal sector is closely related to the situation where female labor in the formal sector is dominated by elementary education,

while access and opportunities for education, competency-based training, and apprenticeship for female workers are still limited. Other problems in the formal employment sector are the low participation of persons with disabilities (PD) both men and women in the formal labor sector labor market. Of the total employment, only around 0.26% of formal workers are severely disabled (LPEM FEB UI and ILO, 2017).

In the informal work sector, female labor dominates more. The proportion of female workers who work in work settings is more vulnerable than male workers. According to the national data of the Ministry of Workforce, in the year of 2017 Women vulnerable workers reached 61.37%, higher than men (54.34 percent). In this case vulnerable workers also include homeworkers, including those who do certain jobs with an outsourcing system. Other informal sector workers are domestic help (PRT) where they have not been protected by the applicable labor legislation. This causes domestic workers to still have a high vulnerability to violence and exploitation in the workplace.

Other main problems in the field of workforce are the problems faced by Indonesian Migrant Workers (PMI). The number of PMI tends to increase every year, where the highest percentage is in migrant workers in the informal sector, with low education (Elementary School). The percentage of female migrant workers is higher in men. The quality of PMI women is still low such as low levels of education, low skills, and low communication skills. PMI faces a variety of problems. The PMI complaint rate is still quite high. PMI, especially PMI, women are still experiencing violence, threats of capital punishment, and exposure to radicalism. Meanwhile, the empowerment of migrant workers (including the empowerment of full migrant workers) is still limited.

In the field of protection from violence against women, a series of problems that are still being faced are: 1) increasing violence against women with an increasingly broad spectrum; 2) there are still many cases of trafficking in women; 3) Culture-based violence against women continues.

In the field of protection of vulnerable groups, various problems that are still being faced by groups of the elderly, groups of people with disabilities, and indigenous peoples. Elderly women, women with disabilities, and indigenous women have their own vulnerabilities related to gender dimensions and other social dimensions. The problem faced by the elderly group is that the rights of the elderly have not been evenly distributed and there is still a lot of

discrimination based on age and the aging process. Elderly people are vulnerable to being exploited, intimidated and experiencing violence by parties with economic interests so that they need adequate legal protection. Meanwhile, service and social protection programs for the elderly have not been evenly distributed and are not sufficient. In addition, there are still problems with institutions and institutionalization that monitor and assist the fulfillment of the rights of the elderly.

The problem faced by groups of persons with disabilities is the discrimination and loss of persons with disabilities in various fields of development. Persons with disabilities experience marginalization, subordination, stereotyping, double burden, violence, lack of access to education, economy and health, lack of participation in planning and politics, lack of citizenship rights (with access cards), lack of participation in leadership (not taken into account and must compete), vulnerable in disaster situations, lacking accessibility and adequate accommodation. Women and adolescents with disabilities face isolated situations and various consequences, namely lower education, financial weaker and more isolated from other marginalized groups, compared to men disabled.

Other vulnerable groups that still experience discrimination are indigenous women. Problems faced by indigenous women are discriminated against and left behind by indigenous women in various fields of development. Indigenous women in certain regions find it difficult to access basic service rights, namely citizenship and accompanying rights. They also find it difficult to obtain basic services, namely education, health, clean water, sanitation and other livelihood support. Indigenous women were eliminated (excluded) due to the development projects that entered the area. They are not involved in project planning that will enter and eliminate women's management space. They experience layered violence in the domestic, public and state domain because of their status as women and as indigenous women. They are also involved in prostitution and human trafficking in the midst of demands to make a living outside of their territory because they are eliminated from the natural resources captured from them. Meanwhile, in certain contexts customary justice does not benefit women in various cases of violence. Furthermore, indigenous women also do not properly represent their aspirations and needs because of the low representation of indigenous women in the legislature. Another problem faced by indigenous women and no less important is the lack of legislation and practical policies that protect the rights of indigenous women and indigenous peoples.

In addition to a series of problems in the fields of education, health, employment, protection from violence against women and discrimination of vulnerable groups, there are a series of other problems in the important components of national development and regions that have a wide scale of impact and high levels of equality. gender and women's empowerment, namely: law, politics, economy, infrastructure, natural resources and the environment.

In the field of legal development, a series of problems are closely related to two main issues: 1) Public policies that are discriminatory and gender blind; 2) The process of legal reform and legal harmonization that has not been fully gender responsive and inclusive. Problems in discriminatory and gender-blind public policy are closely related to legal discipline yet fully reflect gender equality and justice using the benchmark Convention on the Elimination of All Forms of Discrimination against Women which has been ratified into Law No. 7 of 1984. Meanwhile, problems in the process of legal reform and legal harmonization that has not been fully gender responsive and inclusive is as follows: 1) Understanding or understanding of gender discrimination is still very weak among law enforcement officials and legislators; 2) There is no similarity between the government, DPR, legal institutions, academics, and CSOs about the definition of "discrimination"; 3) There is a disharmony between the substance of the law which causes gender inequality to be difficult to overcome; 4) There are still many emerging policies at various levels that are gender biased or gender discriminatory, causing forms of gender injustice to continue; 5) The process of formulating regulations and policies, implementing legal products and law enforcement efforts does not use the perspective of gender equality and justice, has not fully taken sides with victims, especially female victims.

In the field of politics, a series of major problems are in the legislative, executive and judicial domains, as well as at the village level. In the legislative realm the main problems are: 1) the lack of representation of women in the legislative domain where the 30 percent quota of women in the legislature has never been reached (the 2014 election resulted the following percentage of women elected as parliament members: DPR RI 17.32%, DPRD I 16%, DPRD II 14%, DPD 26%); 2) efforts to increase women's representation over the past 10 years have been too much based on regulation and are still very minimal in pushing for the commitment of political parties. In the executive and judicial domains, the main problems that exist are: 1) low representation of women in regional executive institutions; 2) the absence of affirmation policies for women's representation in the executive and judiciary; 3) the

unknown obstacles faced by female civil servants in the career promotion process because they are considered personal, which is related to the division of time between career and family and a number of stigmas which are similar obstacles to the glass ceiling for women. At the village level, the main problems that exist are: 1) the participation of women (and marginalized groups) in the village is still very hegemony by men in the political space and in the development process and implementation of the Village Law; 2) low access to information, and the stratification of classes in rural communities is very influential on village governance; 3) village elites strongly have influence and control in village management.

In the field of economy, especially women's economic empowerment, a series of existing problems are: 1) gender inequality in access to credit; 2) the low quality of women in creative economy businesses; 3) gender inequality in the use of information and communication technology in productive economic activities. In terms of problems with gender inequality in access to credit, although formally there is no discrimination against the opportunity of access between men and women to credit, but the requirements or rules in granting credit such as collateral requirements, the business must be formal, and the terms of the husband's agreement cause women more difficult to access and utilize credit. Although there is an increase in the percentage of Micro and Small Industry (IMK) businesses managed by women, the majority of women entrepreneurs have low levels of education, are difficult to access funding, and face challenges at the personal, household and social levels. Women in UKMK and IMK are facing greater challenges than men in the following areas: lack of funding during the start of the business, difficulty finding customers, difficulty finding the right place of business and labor, lack of confidence. Women face the same challenges as men in running a business, which is related to competition, high costs of running a business and rent, and related to finding and maintaining a qualified workforce. However, women also face challenges at the personal, household and social levels. The main challenges and constraints relate to the pressure to balance their responsibilities at home and the need to focus on running a business. In terms of the problem of the low quality of women in creative economy businesses, it relates to the quality of creative economy entrepreneurs (Ekraf). The percentage of women in the Creative Economy (Economic) business is higher than that of men. However, these women entrepreneurs who form the majority of Ekraf businesses do not have a business entity, do not have financial reports, tend to not expand their business, and are still low in utilizing information and communication technology (ICT) and

implementing e-commerce. The problems of gender inequality in access and use of ICT in economic activities are shown by official data from various sources that show the gap in terms of access and use of ICT devices between men and women entrepreneurs.

In the field of infrastructure development, a series of problems revolve around the lack of proper basic infrastructure such as decent housing, clean water and sanitation that can increase women's retention and can perpetuate gender inequality. Infrastructure development that does not adopt the principles of sustainability, equality and justice has a negative impact on natural resources and the environment and encourages the removal of indigenous women and local women from their living space. The loss of management rights of indigenous women and local women over natural resources and various components in their living space as a result of infrastructure development is often accompanied by various forms of violence.

In addition, infrastructure development still does not pay attention to the rights of persons with disabilities, including women with disabilities, as well as the rights of other vulnerable groups. Persons with disabilities, the elderly, pregnant women and children in many places still experience mobility constraints due to the transportation system which is still weak and not yet inclusive. Barriers to mobility impact isolation for vulnerable groups and subsequently have implications for the scarcity of access to various basic needs, social needs and productive economic activities for vulnerable groups. If not addressed, this condition will make vulnerable groups left behind in various aspects of life.

In the field of natural resources and the environment, a series of existing problems are closely related to three issues: 1) the dimensions of gender injustice in the destruction of natural resources and the environment; 2) the position of women farmers, fishing women, indigenous women and local women in the management of natural resources and the environment especially in realizing food sovereignty, energy sovereignty, marine and fisheries management, and environmental and forestry management; and 3) the adoption of a gender dimension comprehensively in preparation for alerting natural disasters and ecological disasters and handling when both types of disasters occur and post-disaster handling.

The next problem is in the institution and institutionalization of gender mainstreaming and women's empowerment. The two main problems are as follows: 1) Weak PUG institutions in planning, budgeting, implementing, monitoring, and evaluating policies and development that are gender responsive at the national and regional levels; 2) Seven PUG Prerequisites cannot

yet be fully implemented by sectoral ministries, other government institutions, and local governments.

The series of problems in various fields of development and within the institutions and institutionalization of PUG and the empowerment of women and the handling of violence against women and vulnerable groups mentioned above are still added by the development of new problems and / or beginning to emerge that are urgent to be addressed. It contains current issues such as intolerance, radicalism and extremism and terrorism which have a gender dimension while threatening efforts to realize gender equality and empowerment of women as well as efforts for human development and national development as a whole.

6. Toward National Development Policies that Support Gender Equality and Women Empowerment

Based on the main set of problems mentioned above, efforts to realize gender equality and justice in development in the RPJMN IV 2020-2025 need to be harmonized with the development priorities in the RPJMN IV mandated in Law No. 17 of 2017 is based on the implementation, achievement, and sustainability of RPJMN III, namely aimed at realizing an independent, developed, fair and prosperous Indonesian society through accelerating development in various fields by emphasizing the establishment of a robust economic structure based on competitive advantage in various regions which is supported by quality and competitive human resources.

There are four things that become the basic reference for the preparation of efforts to realize quality and competitive human resources in RPJMN IV 2020-2025, namely: 1) RPJPN 2005-2025; 2) Sustainable Development Goals (SDGs); 3) Indonesia's Vision 2045; and d) consideration of bonus demographics. The RPJPN 2005-2025 clearly mentions several important things that need to be realized in long-term development, such as a) the population grows balanced; b) access, quality and relevance of education; c) science and technology; d) health and nutritional status; e) child protection; f) gender equality; g) smart, competitive, noble, tolerant, collaborative; and h) culture and sports achievements. The Sustainable Development Goals (SDGs) contain various objectives that are aligned with efforts to realize quality and competitive human resources, namely goal 1 (social protection), goal 2 (nutrition), goal 3 (health), goal 4 (education), goal 5 (gender equality), goal 6 (clean water and sanitation), goal 8 (inclusive economy, employment opportunities), goal 9 (inclusive

industry, innovation), and goal 16 (institutional governance). Other objectives in the Sustainable Development Goals are no less important in supporting these efforts. Indonesia's Vision 2045 includes aspects of demography, education, health, mastery of science and technology, skilled labor, and a cultured nation. Last but not least is the consideration of the demographic that Indonesia will face in the near future, in which Indonesia will have an increase in the number of productive age population (18 - 60 years) and elderly population (citizens over the age of 60).

By considering various issues related to gender equality and women's empowerment and efforts to realize one of the priorities of RPJMN IV 2020-2025, namely quality and competitive human resources, acceleration of human development is needed which is intended to create and develop Indonesian human resources including women and vulnerable groups high quality and have a good quality of life. Quality human resources are characterized by increasing health status and nutritional status of the community, including the health of women and various vulnerable groups, increased growth, welfare and protection of children, increased lifelong education through both formal and non-formal education for every citizen including women and various vulnerable groups, increased ability to build sources of livelihood and economic power, free citizens, including women and vulnerable groups, from various forms of violence including trafficking in persons and child marriages and various forms of discrimination including discrimination based gender in various fields of life.

A good quality of life is characterized by increasing air, water, soil, food sources, energy sources, various other natural resources and various important components in the environment, increased quality of basic infrastructure services, increased access to justice and legal protection, an equal economy and fair, trias political support that is clean, equal and fair, and socio-cultural life that respects diversity and upholds the unity and unity of the nation. To support the process of developing high quality Indonesian human resources and having a good quality of life, accelerating development in various fields in all regions of the Republic of Indonesia is also needed by using the principles of sustainability, equality and justice and being inclusive.

By paying attention to a series of issues related to gender and women's empowerment still faced by Indonesia as well as fundamental efforts to realize an independent, developed, just and prosperous Indonesian society, in order to realize gender equality and empowerment of

women in human development and development of various other fields in the RPJMN 2020-2025 the four main directions of policy are needed as follows: 1) improving the quality of life and active participation of women and vulnerable groups in development; 2) increasing protection for women and vulnerable groups from various acts of violence, including trafficking in persons and child marriages, as well as various forms of discrimination; 3) improve and strengthen the process of gender mainstreaming in various fields of development; 4) increasing institutional capacity and institutionalizing PUG in various sectors at the national, provincial, district and village levels.

The four main policy directions in gender equality and women's empowerment above need to be supported by supporting policy directions for priority areas namely education, health, employment, violence against women and vulnerable groups, discrimination and violations of the rights of vulnerable groups, for strategic fields namely law , politics, economics, infrastructure, natural resources and the environment, and elemental fields, namely socio-cultural and institutional as well as institutionalizing PUG.

Proposed supporting policy directions for realizing gender equality and empowering women in education development are as follows: 1) increasing gender mainstreaming and empowering women in early, basic and secondary education; 2) increasing gender mainstreaming in research, technology and higher education; 3) mainstreaming disabilities in education in a gender responsive manner; 4) increasing gender mainstreaming in lifelong non-formal education; 5) development of education policies without violence and discrimination through curriculum gender responsive; 6) realizing schools without violence and discrimination against women and vulnerable groups.

Proposed supporting policy directions to realize gender equality and empowerment of women in health development are as follows: 1) improving the health status of young women and girls (especially young women); 2) improving the health status of infants and toddlers; 3) Handling HIV / AIDs in a gender-responsive and inclusive manner.

Proposed supporting policy directions to realize gender equality and empowerment of women in the labor sector are as follows: 1) increasing the participation and quality of female labor in the formal sector; 2) protecting and improving the quality of female workers in the informal sector; 3) protecting and improving the quality of Indonesian Migrant Workers (*Pekerja Migran Indonesia/PMI*), including women migrant workers.

The proposed supporting policy directions in handling violence against women are as follows: 1) addressing various forms of violence against women and persons with disabilities; 2) overcoming the trafficking of women and children; 3) overcoming culture-based violence against girls, including child marriage and cutting and injuring female genitalia (P2GP). Meanwhile, proposed supporting policy directions in dealing with discrimination in vulnerable groups are as follows: 1) protection of gender responsive rights and empowerment of the elderly; 2) protection of rights and empowerment of persons with disabilities in a gender responsive manner; 3) protection of rights and empowerment of indigenous women.

Proposed supporting policy directions to realize gender equality and empowerment of women in the political sphere are: 1) increasing women's representation in the legislature; 2) increasing women's representation in executive and judicial institutions; 3) increasing participation of women and marginalized groups in village governance.

Proposed supporting policy directions for realizing gender equality and empowering women in the field of law are: 1) empowering positive law as a social engineering tool to support the acceleration of achieving development and promoting the protection of women's human rights with a critical legal study approach; 2) integrating the perspective of gender equality and human rights of women and vulnerable groups in the process of establishing legislation.

Proposed supporting policy directions to realize gender equality and empowerment of women in the economic field are: 1) increasing access and control of women in the Micro Small Industry (*Industri Mikro dan Kecil/IMK*) and creative industries for economic, social and cultural capital, as well as business entity certainty; 2) reducing gender inequality in the use of information and communication technology in productive economic activities.

Proposed supporting policy directions to realize gender equality and empowerment of women in infrastructure development is designing, planning, implementing, monitoring and evaluating the development of gender responsive, inclusive and sustainable infrastructure that support efforts the realization of gender equality and women empowerment and all components of sustainable development.

Proposed supporting policy directions to realize gender equality and empowerment of women in the development of natural resources and the environment are as follows: 1) development of food sovereignty policies, energy sovereignty, marine and fisheries, environment and gender responsive, inclusive and sustainable forestry; 2) strengthening the position of women

farmers, fishing women, indigenous women, and vulnerable groups in realizing food sovereignty, energy sovereignty, maritime affairs and fisheries, environment and gender responsive, inclusive and sustainable forestry; 3) formulating the system of preparedness and the system in handling of natural disasters and ecological disasters that are gender responsive, inclusive and sustainable.

Proposed supporting policy directions to realize gender equality and empowerment of women in socio-cultural development are as follows: 1) increased tolerance and inter-religious harmony, especially among women from various social groups including vulnerable groups; 2) organizing public education that teaches diversity, tolerance and character, especially for women from various social groups including vulnerable groups; 3) increasing the role of women in various social institutions of the community in the cultivation of values, tolerance and living in harmony.

Proposed supporting policy directions to realize the implementation of gender mainstreaming and empowering women systematically are strengthening institutions that have tasks in gender mainstreaming and women empowerment, and at the same time institutionalizing the processes of gender mainstreaming and women empowerment.

7. Concluding Remarks

We have presented the analytical discussions on the status of gender equality and women empowerment in the national development of Indonesia, where we included the examination of national development policies, the analysis of situations and problems related to gender equality and women empowerment, and the identification of the achievement of gender mainstreaming in development sub-sectors. We have also presented the recommendations for direction of policies and programs for national development.

Gender equality and justice, which is one of the development goals set out in the 2005-2025 RPJPN, is blocked by a series of problems and challenges. The major problems faced in the development of gender equality and women's empowerment are still the existence of gender gaps in various fields and the continuing occurrence of violence against women and vulnerable groups. There is a series of "fundamental" problems in development because they are closely related to development indicators related to gender equality and women's empowerment, namely education, health, employment, violence against women and vulnerable groups, and discrimination and violations of the rights of vulnerable groups. In

addition, there are a series of other problems in important components of national and regional development that have a broad scale of impact and a high level of significance for the realization of gender equality and women's empowerment, namely: law, politics, economy, infrastructure, natural resources and the environment. Next, there is still a series of problems in the institution and institutionalization of gender mainstreaming and women's empowerment and handling violence against women and vulnerable groups. The series of problems is still coupled with the development of new problems and / or starting to emerge that are urgent to deal with. It contains current issues such as intolerance, radicalism and extremism and terrorism which have a gender dimension while threatening efforts to realize gender equality and empowerment of women as well as efforts for human development and national development as a whole.

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