



## EQUALITA: JURNAL STUDI GENDER DAN ANAK

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# Analysis of Gender Responsive: Planning and Budgeting (Case Study in Two Regions City and Kediri Regency)

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**ABSTRAK:** Instruksi Presiden no 9 tahun 2000 tentang Pengarusutamaan Gender dalam pembangunan nasional memiliki dampak terhadap perencanaan dan implementasi kebijakan daerah di Indonesia. Kebijakan pemerintah daerah menjadi arena penting bagi perjuangan mewujudkan kesetaraan dan keadilan gender. Komitmen pemerintah terhadap hal tersebut salah satunya dapat dilihat melalui Perencanaan dan penganggaran responsive gender (PPRG) dan anggaran responsive gender (ARG). Penelitian ini menganalisis anggaran responsive gender pada program kesetaraan dan keadilan gender di dua daerah Kota dan Kabupaten Kediri. Pengumpulan data dilakukan melalui wawancara terstruktur dan studi kepustakaan, dengan mempelajari dokumen RPJMD dan APBD. Penelitian ini juga melakukan analisis ARG untuk tiga kategori analisis belanja anggaran, yaitu *specifically identified gender based-expenditure*, *equal employment opportunity expenditure*, dan *mainstream budget expenditure*. Hasil penelitian menunjukkan bahwa Kota dan Kabupaten Kediri telah ada alokasi anggaran responsive gender untuk program afirmasi perempuan, anak, lansia, dan difabel. Namun demikian, terlihat bahwa anggaran dan pengeluaran belanja *specific-gender* masih terpusat di dinas-dinas yang identik dengan urusan perempuan dan tidak menjadi arus utama dalam alokasi program keadilan gender baik di Kota maupun Kabupaten Kediri.

**Kata Kunci:** Perencanaan dan Penganggaran Responsive Gender, Program Keadilan Gender, Kota Kediri, Kabupaten Kediri, Analisis Anggaran Belanja.

**ABSTRACT:** Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming in national development has had an impact on the planning and implementation of regional policies in Indonesia. Regional government policies become an important arena for the struggle to realize gender equality and justice. Government policy becomes an important arena for the struggle to realize gender equality and justice. One of the government's commitments to this can be seen through gender responsive planning and budgeting and gender responsive budgeting. This study analyzes gender responsive budgets in gender equality and justice programs in two areas of the City and District of Kediri. Data collection was carried out through structured interviews and literature studies, by studying the regional medium-term development plan and regional development budget documents. This study also conducts regional development budget analysis for three categories of budget expenditure analysis, namely specifically identified gender-based expenditure, equal employment opportunity expenditure, and mainstream budget expenditure. The results of the study show that the City and District of Kediri have gender responsive budget allocations for affirmation programs for women, children, the elderly, and people with disabilities. However, it appears that gender-specific budgets and expenditures are still concentrated in agencies that are identical with women's affairs and are not the main stream in the allocation of gender justice programs in both the City and Kediri Regency.

**Keywords:** Gender responsive planning and budgeting, gender justice program, City of Kediri, District of Kediri, Budget Analysis.

## A. Introduction

The women's movement has fought for many issues concerning women's opportunities and welfare, both in the public and private spheres. The transition from the authoritarian New Order era to the reformation order marked a new chapter in the movement in Indonesia. In the reformation era, the opportunity for women to be present in the open public space is not only a 'tool' of the government but as individual agents of development. This is supported by Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming in Development.

The women's movement advocates for public policies that mostly regulate and contain traditional ideas about women's roles. Based on this statement, it is suspected that government policies have strengthened the subordination of women in both the public and private spheres. This causes the male patriarchy to transform into a patriarchal state. Women tend to be dependent when they and their children are denied opportunities to improve skills, gain access to housing, food and health protection (Conway and Ahem, 2005: 6). Thus government policies become one of the important arenas for striving to realize gender equality and justice.

In the context of gender equality and justice, one way to look at the government's commitment is through a gender responsive budget. Gender responsive budget as a derivative of Presidential Instruction No. 9 of 2000 does not only focus on providing a gender mainstreaming budget but rather on realizing justice for men and women in obtaining access, benefits, participating in decision-making processes and having control over resources. In addition, gender responsive budget also embodies equality for men and women in choosing and enjoying the results of development.

One of the goals of national development is to improve the quality of Indonesia's human resources so that they have the ability to be globally competitive. The issue of HR as a national development priority is mandated by Law No. 17 of 2007 concerning the National Long-Term Development Plan for 2005-2025, which is then the medium term and annual planning.

There are three indicators of HR quality, namely the Human Development Index (IPM), Gender Development Index (IPG), and Gender Empowerment Index (IDG). The HDI in East Java has shown an increase of 0.73 from 2018, the HDI value was 70.77 to 71.50 in 2019. Meanwhile, the HDI for City of Kediri was 78.08 and for Kediri Regency was 71.85. The GPA for Kediri City is 94.53 and for Kediri Regency 92.70 (<https://www.jatim.bps.go.id>).

The implementation of Gender Mainstreaming has been mandated since 2000 through Presidential Instruction Number 9 of 2000 concerning Gender Mainstreaming in National Development, and followed up by Minister of Home Affairs Regulation Number 67 of 2011

concerning Changes to Minister of Home Affairs Regulation Number 15 of 2008 concerning General Guidelines for Implementation of Gender Mainstreaming in the Regions which is a good reference in the environment. Regencies/Cities in East Java Province and at the East Java Provincial Level. PUG commitment support in East Java Province is stipulated through Regional Regulation of East Java Province Number 9 of 2019 concerning Gender Mainstreaming, and in the City of Kediri it is confirmed through Regulation of the Mayor of Kediri Number 48 of 2020 concerning Guidelines for Implementation of Gender Mainstreaming in Kediri City and b Regional Secretariat SE No. 050/639/419.202/2020 of 2020 concerning Guidelines for Compiling Regional Work Plans for 2021. 6 of 2012 concerning Protection of Women and Children Victims of Violence. In order to accelerate the implementation of Gender Mainstreaming, a Circular Letter on the National Strategy for Accelerating Gender Mainstreaming through Gender Responsive Planning and Budgeting (PPRG) was issued on 1 November 2012 jointly issued by the State Minister for National Development Planning/Head of the National Development Planning Agency, Minister of Finance, Minister Home Affairs, and State Minister for Women's Empowerment and Child Protection. Following up on this circular letter, the Minister of Home Affairs (Mendagri) has issued Circular Letter No.050/6199/SJ dated September, 10, 2013 (SE Mendagri) addressed to all governors in Indonesia. The Regional Government of East Java Province responded to this with an acceleration strategy by issuing East Java Governor Regulation No. 66 of 2013 concerning Guidelines for Implementation of Gender Mainstreaming in the Development of East Java Province.

The regional action plan for the city/district of Kediri contains several issues that are the focus of the two regional governments. These include preventing early marriage, stunting, and ending violence. Stunting in Kediri City as of 2021 recorded the number of toddlers at 941 children, then decreased to 771 stunted toddlers at the end of 2022 and decreased to 708 stunted toddlers at the end of 2022. For Kediri Regency, based on data released by the Kediri Regency Government, data for the month of weighing, at In 2021, the stunting rate in Kediri Regency is 14.1 percent. Then it decreased to 11.9 percent in February 2022, and this will continue to be reduced by one digit in 2024 (<https://www.antaraneews.com>).

There are many cases of violence in Kediri City, especially violence against children, violence at school and domestic violence. In 2022, there will be 8 cases of violence that will go to trial, including cases of sexual violence and domestic violence. During school orientation, violence occurs in the form of bullying and sexual crimes at both public schools, madrasas and

Islamic boarding schools. Meanwhile, the number of cases of violence in Kediri Regency from 2022 to 2023 continues to increase. Based on data released by the Kediri Regency Women and Children Protection Service as of January 2023, there were 20 cases of violence against women and children. When compared to 2022, in the same period there were 15 cases. The Kediri Regency Government continues to strive to achieve this figure by collaborating with various sectors to reduce it.

At the local government level, the City of Kediri launched the 2014-2019 regional medium-term development plan in sub-chapter point a (1). Gender issues as part of regional strategic issues that refer to national strategic issues include achieving the Sustainable Development Goals (SDGs), especially on goal 1 without poverty-alleviating poverty in any form and anyone/no one left behind, goal 2 healthy and prosperous life—increasing access to equitable health, achieving UHC, goal 3 Quality education—increasing access to education services and realizing inclusive education, goal 4 Gender equality—fulfillment of rights and protection for women, children and vulnerable groups. Gender equality efforts are carried out through the realization of Mission 3 of the Kediri City in regional medium-term development plan for 2014-2019, namely "Creating a society that is religious, moral, prosperous, cultured, and as an education center" among other things achieved through increasing human resources by expanding the accessibility of education, health, employment opportunities, as well as increasing the degree of moral and ethical family life in an inclusive and just manner for all. Gender equality is also included in the 9 Priority Programs of the Kediri City Government, namely "Increasing the Empowerment of women, youth, sports, arts and culture." Achievement of the target of "reducing cases of violence against women and children" is carried out with the strategy of "mainstreaming gender and protecting children against exploitation and acts of violence", including through the implementation of the Policy Harmonization Program to Improve the Quality of Children and Women; Quality of Life Improvement and Women's Protection Program; Program for Increasing Participation and Gender Equality in Development; and Gender Mainstreaming Institutional Strengthening Program and Children. Also in the regional medium-term development plan of Kediri City in Chapter VIII of the development funding framework and regional apparatus programs, it is stated that gender responsive development is carried out as a regional development system that involves all stakeholders with program synergy across regional apparatuses.

Gender responsive planning and budgeting is a gender analysis of each policy, and the implementation of programs and activities within the Kediri Regency/City, which are

integrated into the Programs and Activities listed in the regional medium-term development plan, strategic plan, work plan, Work Plan and Budget and Budget Implementation Documents. This means integrating a gender perspective in every planning and budgeting process. Integrating a gender perspective makes planning more targeted and effective, because it is preceded by an analysis from a gender perspective. At this stage a mapping is carried out between the roles, conditions and needs of women and men, so that the right solution is obtained to meet the different needs of women and men. In the context of gender equality and justice, one way to see the government's commitment is through a gender responsive budget. A gender responsive budget is a derivative of Presidential Decree No. 9 of 2000 which is not only concentrated on gender mainstreaming funding supplies but emphasizes access, benefits, participation in the decision-making process and has control over resources. This is pursued so that women and men have the opportunity to choose and enjoy the fruits of development.

There are many gender gaps in the world of education, health, employment and politics. Until 2018, the expected length of school for girls was only 7.5 years while the expected length of school for boys was 8.41 years. This means that women in Indonesia on average only go to school up to grade 8, namely grade 2 of junior high school. Meanwhile, men receive education one year longer than women, namely grade 9, that is, up to grade 3 of junior high school (KPPA, 2020).

Furthermore, in the world of work, women's income is not equal to that of men, which is reflected in the average wage for male workers of Rp. 2.43 million per month, higher than women who only Rp. 1.98 million per month (BPS, 2019). For similar jobs, the average hourly wages earned by female workers is only around 70% of the hourly wages of male workers (AIPEG, 2017). Meanwhile, the role of women in politics and decision-making in public spaces is still limited. This is reflected in the low representation of women in the House of Representatives, which was only 17.32% in the 2015-2019 period, a decrease from the 2009-2014 period which reached 17.86%.

So this situation, makes it interesting to focus on research on how to plan and budget with government allocations to be able to provide access and empower vulnerable groups. So that regional budgeting allocations are expected to mainstream women's needs and interests in budgeting, which then has an impact on the realization of gender justice.

## B. Method

This study uses a qualitative research method with a case study approach. Qualitative research is research that intends to understand the phenomenon of what is experienced by research subjects, for example behavior, perceptions, motivation, actions and others. The research location will be conducted in Kediri City and Kediri Regency. The qualitative approach uses human analysis as a research instrument. Using inductive analysis, directing research objectives in an effort to obtain a basic theory, is descriptive and prioritizes process rather than results. According to Yin, the case study approach is a suitable strategy when the subject matter of a research question relates to how and why and the researcher has little opportunity to be able to control the events to be studied and the focus of his research is on current phenomena (Yin, 2008).

The cases studied were still limited to gender responsive planning and budgeting, for this reason it is necessary to study how empowerment and mentoring activities are carried out in efforts to prepare these documents in Kediri City and Kediri Regency. So that a model scheme for preparing gender responsive planning and budgeting documents can be created. Thus it can be seen whether the scheme that appears can be seen as an effective effort to increase community access broadly and is useful in overcoming issues of gender equality and equity.

Data collection techniques using observation, namely using direct observation techniques in the field. Next, unstructured interviews and document studies will be carried out. The data in this study are in the form of various activities for preparing gender responsive planning and budgeting documents. Regarding the document preparation team, it will be selected purposively, namely four resource persons involved in the driver team consisting of sources from Barenlitbangda, DP3AK2KB Office, regional financial and budget management and Inspectorate. As well as the five Pokja teams spread out in the regional apparatus organizations in Kediri City and Kediri Regency consisting of DP3AP2KB, Education Office, Social Service, Health Service, Trade Service spread across Kediri City and Regency.

The documents that will be examined include the regional medium-term development plan documents for Kediri City and Kediri Regency for 2020-2025, regional development budget documents, gender responsive budgeting planning documents consisting of Gender Analysis Pathway, Gender Budget Statements, Tour Of Reference. As well as various reports related to budgeting that have been monitored and evaluated.

Data analysis was carried out during the process in the field along with data collection activities (Sugiyono, 2010). Data analysis is carried out interactively and directly and continuously until it is finished until the data is saturated. Researchers used three stages of data analysis, namely: data reduction, data presentation, and conclusion and verification.

## **C. Result and Discussion**

### **1. Description of gender responsive budgeting planning implementation in the City and District of Kediri**

The Provincial Government of East Java is committed to realizing the Gender Mainstreaming program. This can be seen in the strategic policies issued by the East Java Provincial Government through the East Java Province Regional Regulation No. 3 of 2014 concerning the Regional Medium Term Development Plan (RPJMD) of East Java Province for 2020-2025. One of East Java's development strategies is Gender Mainstreaming. To ensure gender mainstreaming can be implemented at all levels of district/city government in East Java, the East Java Governor issued Regulation No. 66 of 2013 concerning Guidelines for Implementation of Gender Mainstreaming in the Development of East Java Province.

Razavi and Miller (1998) define Gender Mainstreaming as a technical and political process that requires changes in organizational culture or character, goals, structure, and resource allocation. Thus, PUG is a strategy, not a goal. This strategy was formulated so that the design, implementation, monitoring and evaluation of policies and programs in all political, economic, social and cultural domains can be realized. While the main goal is to realize gender justice. In order to see that the Gender Mainstreaming strategy is implemented well, quoting the opinion of Miller and Razavi (1998), it can be seen through three categories of budgets as follows: First, budgets specifically aimed at women. This type of budget, for example, is entitled giving credit to female small traders. Second, the government's budget for personnel expenditure, which allows equal opportunities for male and female employees to enjoy it. The budget that is intended to establish a civil service pension

fund scheme, will be a budget that is also accessed by female employees. Third, general budgets, which include gender assumptions and distribute budget allocations taking into account gender impacts.

In the study of the Kediri Regency and City regional medium-term development plan documents for 2014-2019, a gender perspective can be found in several parts of Chapter IV. This document contains 82 main objectives of the Regional Long-Term Development Plan (RPJMD) which accommodate women and children's empowerment and gender equality. In Chapter IV it is also explained that the process of preparing the regional medium-term development plan cannot be separated from consideration of the development of strategic issues both in the international, national and regional spheres. The realization of gender equality and women's empowerment itself is classified as a strategic issue that needs to be considered in the policy formulation process.

The principle of the development planning process put forward by the Head of Analysis, Control and Reporting of the Development Planning Agency at Sub-National Level City of Kediri. So far it has been carried out in a top down, bottom up, and participatory manner. Top Down is a natural thing in all governments considering that the elected regional head has a vision and mission that must be carried out. Meanwhile, the bottom up is carried out through the process of deliberation on development planning (musrenbang). Meanwhile, participation is a proposal that appears either in an official process such as a musrenbang, or a proposal from a community group that carries a strategic issue.

Regional planning and development agency is part of the Gender Mainstreaming Working Group and is even a coordinator in this group, so it is not surprising that in the regional government development work plan in 2019 for the City of Kediri, there are a number of activities found that appear to be aimed at smooth Gender Mainstreaming. These activities include compiling statistics and gender analysis. However, it is very unfortunate that the two programs mentioned above do not appear in the nomenclature at Development Planning Agency at Sub-National Level and the Regional Secretariat. This means that the program was not

approved in the approval process at the House of Representative level. So that the program does not get a budget allocation, in other words, the program is deleted.

Thus, taking into account the previous description, it can be seen that in the City of Kediri regional expenditure planning budget. In fact, in 2019 there are budgets aimed at women with the hope of achieving gender equality. However, the results of Development Planning Agency at Sub-National Level's own research, the budget was not prepared through budgeting in accordance with laws and regulations concerning Gender Mainstreaming. Based on Permendagri No. 67 of 2011, the gender responsive budgeting process should be initiated by a number of parties, such as the Gender Mainstreaming Working Group, Focal Points as well as through Gender Analysis and GBS (Gender Budget Statement). In practice, this does not work optimally. The reason is that the planning carried out by Barenlitbangda has not used Gender Analysis in the form of a Gender Analysis Pathway (GAP) and has not implemented the Gender Budget Statement (GBS). All programs originate from GAP and GBS is an important instrument for preparing gender responsive budgets.

The Office for Women's Empowerment, Child Protection, Population Control and Family Planning (DP3AP2KB) is a regional apparatus organizations which contains quite a lot of programs and activities related to the realization of gender equality. However, in the budgeting process, DP3AP2KB has the task of submitting priority proposals to Development Planning Agency at Sub-National Level. In other words, all program proposals from the final decision office are at Development Planning Agency at Sub-National Level, according to what was conveyed by the informant Gender Mainstreaming DP3AP2KB Kediri City. However, the City of Kediri through the Women's Empowerment Service has carried out technical guidance every year for regional apparatus organizations and Kelurahan throughout Kediri City, namely a total of 36 regional apparatus organizations and 46 Kelurahan, as revealed by the Head of DP3AP2KB Kediri City. And of all the participants who have sent 100% of the gender responsive planning and budgeting and ARG documents via Google Drive provided by the committee which will then

be carried out by the correction desk by the Kediri City Inspectorate team and the facilitator.

Meanwhile the conditions in Kediri Regency, the emergence of a number of gender-based programs in the DP3AP2KB of Kediri Regency does not necessarily reflect that this agency compiles programs in accordance with the instruments and provisions of Permendagri No 67 of 2011. Because in the process of compiling the program it is based on the results of meetings with women's groups or community organization proposals through non-formal activities. Meanwhile, the results of the Musrenbang did not generate many proposals that reflected the people's desire to achieve gender equality. Considering that the community representatives who were present at the Musrenbang did not understand gender issues and gender-based programs, so the community representatives only proposed programs that were physical in nature.

At the DP3AP2KB Office of the City of Kediri, it was stated that gender responsive budgeting as referred to in Permendagri No. 67 of 2011 had not been implemented optimally even though based on the Decree of the Mayor of Kediri No. 180181/KEP/422.102/2020 regarding the formation of PUG Working Groups (Pokja). PUG and focal points have been established, however, there is no work program that has been prepared based on the PPRG instrument. There is no budget process that uses the GAP and GBS instruments, causing the existing programs to be top down policies and priority interests based on politics. He admitted that an analysis using GAP had indeed been carried out in 2018 but did not continue in the following years because it was considered not a strategic policy for the City of Kediri.

However, the results of the document review that stated that the GAP had been implemented were refuted by the documents reviewed, namely reports on the preparation of statistics and gender analysis (politics and economics). The analysis in question is GAP which is a gender analysis instrument that aims to determine gender gaps. Both are indeed recommended for use in the policy-making process in government institutions. GAP departs from policies that have been implemented to

review gender gaps in terms of access, participation, control, and benefits of programs and policies. Based on the results of this analysis, an appropriate action plan will be determined to overcome the gap problem so that it can be said that the Kediri City government uses this instrument.

The Regional Government of Kediri City is not yet serious and there is no political will and clear regulations even though there are regional regulations on gender mainstreaming and Perwali on Guidelines for preparing gender mainstreaming work plans, but at the implementation stage of program preparation it does not use PPRG principles to its full potential. Even though there are socialization activities regarding Gender Mainstreaming at the provincial level, the Gender Mainstreaming program has not been fully implemented in Kediri City. Because it is not followed up, it becomes a necessity in the preparation of programs in every SKPD and is integrated by Barentlbangda into a program with a gender perspective.

## **2. Implementation of PPRG in the Kediri City Education and Health Offices**

The Office of Education is a regional program unit that is considered sufficient to see its performance and gender responsive budget planning based on existing documents. This is because the answers from the other two services show the same pattern (saturated data). The three proposals related to gender equality in musrenbang also do not fully understand the gender responsive budget planning process as stated in laws and regulations.

The education office is a regional work unit that has programs and activities related to women's empowerment. In the 2020 Kediri City RPJMD document, the education sector uses the Pure Enrollment Ratio Indicator as one of the things targeted in matters of empowering women. This achievement is under the responsibility of the Office of Education and the Office of Women's Empowerment.

Taking into account the results and changes mentioned above, gender responsive planning and budgeting as stipulated in Permendagri no 67 of 2011 is not running optimally. Based on the Decree of the Mayor of Kediri No.

180181/KEP/422.102/2020 regarding the formation of PUG Working Groups (Pokja). Barenlitbangda as chairman and DP3AP2KB as secretary, and all OPD as members. This Working Group has a number of tasks that function to ensure the running of Gender Mainstreaming in the form of policies, one of which is in budgeting policies. Each regional apparatus organizations is also obliged to implement a focal point in each regional apparatus organizations which functions to facilitate policy planning in regional apparatus organizations budgeting so that it is gender responsive, which has not yet been implemented at the program planning level.

Meanwhile, the Kediri City Health Office. Health is one indicator of people's welfare. So that health will be the center of attention of the state. In the MDG's (Millennium Development Goal's) goals, there are 8 points of commitment agreed upon by the international forum. Among them there are 3 important points: (1) reducing child mortality, (2) improving maternal health, and (3) fighting HIV/AIDS, malaria and other infectious diseases.

The Kediri City Health Office as the regional apparatus organizations is responsible for handling Kediri City Health development formulating the direction of health development and elaborating its mission: First Mission: Empowering communities towards independent healthy living, Second Mission, Realizing health efforts through a healthy paradigm approach, Third mission, strengthening policy and management of implementation health efforts, Fourth mission: realizing satisfactory basic health service efforts, fifth mission, making an active contribution to the implementation of health-oriented public health development. The first elaboration of this mission is to improve the optimization of education and health services in a fair, quality and sustainable manner.

Its relation to gender responsive budgeting. It has been explained that a gender responsive budget is not a separate budget between gender groups, in this case men and women. A gender responsive budget is a budget that is determined by making gender the basis of policy. This aims to accommodate the needs of marginalized families in terms of gender and budget. So a gender responsive

budget is expected to be a bridge to break down the gaps that occur due to gender differences.

Each budget allocation is expected to be able to respond to the different needs of men and women. There are 3 categories of gender responsive budget, namely (1) Gender specific target budget, (2) Gender health institutionalization budget (affirmative action budget) and (3) Gender Equality Budget (General Expenditures) Gender (Mainstream ). Pulmonary TB prevention and management activities for both men and women. This accommodates Permenkes no 67 of 2016 concerning TB Control. Based on the in-dept interview in the Programming and Finance section:

Prevention and control of pulmonary TB disease has been made gender analysis in accordance with the mandate of the local government so that all planning and budgeting in various fields are gender responsive (IT, Planning and Finance Section, Kediri City Health Office, interviews).

The results of the GAP made by the planning and finance department stated that most pulmonary TB patients did not take continuous treatment for six months in a row without interruption, so that the TB germs became increasingly resistant to drugs. Family support is considered to be lacking in supervising patients while taking medication and influencing them to recover. Even people's awareness is considered low to check themselves into health services such as Puskesmas. If you look at the cure rate in 2018 it was 83.55% with treatment success of 90.97%, but in reality the Health Office is still finding field problems.

The main issue currently in both Kediri City and Regency is the issue of sexual violence, early marriage and stunting. These three issues have received great attention from the regional government of Kediri City/Regency considering that there are still quite high numbers for these three cases. For example, in Kediri Regency, the stunting rate for toddlers is 11.7 percent, which is still quite high. The issue of early marriage, based on data on families who applied for child marriage dispensation in religious courts and families who had child protection problems, was found to have reached 436 cases. Meanwhile, cases of sexual violence and domestic violence were also found in Kediri Regency.

Data on child marriage cases continues to increase in addition to changes in trends in society as a result of changes to Law no. 16 of 2019, especially regarding the article regarding the marriage age limit being 19 years for men and women.

Efforts to prevent child marriage have been carried out by each sector for a long time but have not been optimal so they are still not very successful. Efforts made so far are still hampered by many things, including low public awareness, policies that have not reached the community at the lower level, and regional planning and budgeting systems that are not yet gender responsive.

One of the innovation programs being initiated by Kediri Regency to prevent child marriage is creating a program entitled Cafe Friends of Children and Families (SANAK). This program is a collaboration between cross-sectors of society and children in Kediri Regency. Established in 2022, this program was launched at two points, namely Kepung District and Pare District, Kediri Regency. The service provided by Cafe SANAK is providing services to the community in the form of e-literacy on child reproductive health protection for parents and teenagers. Then counseling and assistance for families who apply for child marriage dispensation and families who have child protection problems, especially girls from underprivileged families (Radar Kediri, 13 December 2022).

Cafe SANAK activities are also supported by the Kediri Regency DP2KBP3A Service and the Kediri Regency family welfare empowerment team. Even the family welfare empowerment team hopes that preventing child marriage or early marriage will prevent stunting in children conceived by a mother in the future.

However, this work does not seem to be accompanied by a spirit of including this issue in gender responsive planning and budgeting documents and gender responsive budgeting so that such program planning and budgeting is considered sporadic and unsustainable in the implementation of regional action programs.

On the other hand, for Kediri City, the problem that emerged and became an issue in regional action was the problem of preventing violence. One of these prevention efforts is carried out by holding anti-bullying outreach through child

protection seminars so that they are free from bullying and sexual crimes (Tribun Mataram.com, 25 Juni 2024).

This step, which was taken as a regional action effort driven by the Kediri City Education Office, seeks to combat bullying and sexual violence, especially in the educational sphere. Actions taken in addition to outreach and education to the community, in every educational unit under the auspices of the Kediri City Government which has a Violence Prevention and Handling Team in Educational Units. However, it turns out that efforts to systematically document this have not been made through gender responsive planning and budgeting and gender responsive budgeting in accordance with the mandate of Presidential Instruction No. 9 of 2009.

### **3. Barriers to Gender Responsive Planning and Budgeting Implementation in the City and District of Kediri**

Gender responsive planning and budgeting was not implemented optimally in Kediri City and Kediri Regency cannot be separated from a number of obstacles. At least there are a number of problems that hinder the implementation of Gender Mainstreaming from the City and District governments of Kediri. These problems can be categorized into 3 types of problems. First, the employee rotation factor and the interruption of knowledge transfer. Employee position change or rotation is actually a common thing in an organization. including in local government institutions such as the City of Kediri. However, this rotation actually became an obstacle for gender mainstreaming implementers because it resulted in the interruption of the ongoing coordination and knowledge transfer. Both Barenlitbangda and the DP3AP2KB Service as working group secretaries. It was proven, even though gender analysis had been carried out (including the GAP instrument) and there had been gender mainstreaming working groups and focal points, the Barenlitbangda did not know this.

The DP3AP2KB party as the secretary of the working group also argued that the rotation of activities caused disruption to the internal coordination of the

Gender Mainstreaming Working Group and the focal point. Finally, until now gender mainstreaming Working Group does not have a separate work program. As a result of this position rotation, the parties in charge changed and resulted in the interruption of the knowledge transfer that had been carried out. Without a good understanding, it will certainly complicate the planning process in an effort to realize gender equality. Because instead of being busy compiling programs, the parties who are just involved are very likely actually busy learning about Gender Mainstreaming and gender responsive planning and budgeting. While busy studying, a work program to realize Gender Mainstreaming must be prepared and implemented. This phenomenon of employee rotation cannot be separated from the policies of regional heads and leaders in each regional apparatus organizations.

Second, the factor of the commitment of institutional leaders and the absence of guidelines within the Kediri City and Regency governments. This weak institutional commitment is manifested by the non-recognition of a number of existing gender mainstreaming regulations. For example, even though the GBS (Gender Budget Statement) has long existed to be used as a budget preparation instrument, in fact, to this day it has not been used by the City Government of Kediri in its budget preparation process. This is because government leaders only require 1 sub-activity in compiling this budget to use this instrument. The leadership's weak commitment to Gender Mainstreaming is also reflected in the failure to develop a joint guideline directing the Gender Mainstreaming program in Kediri City.

The absence of this guide has an impact on the inconsistency of pro-women programs and activities compiled by regional apparatus organizations. One of the factors that made regional apparatus organizations not prepare gender responsive budgets was due to the absence of verbal or written instructions from the leadership. Only with the existence of a leadership order can gender responsive planning and budgeting be carried out at the regional apparatus organizations level. The dependence of executors on the orders of the leadership is indeed a natural thing regarding the leadership system in the executive branch which is one command in nature. If the leader has ordered something or issued a policy then it

will affect the decisions and policies implemented by the employees under him. Conversely, if there are no orders or policies or regulations that regulate it, it will be very difficult for the State Civil Apparatus. Especially on local government to make decisions.

Third, the regional medium-term development plan planning factor is not optimal. Even though the RPJMD has included a number of pro-women programs and activities, the indicators resulting from action are consistent with the indicators shown in the indicators for the two regions. For example, in the achievement target of the program to increase gender participation and equality in development, there is a ratio of pure enrollment rates for female students to male students. As an indication of regional success. The target percentage of women who are targeted by programs and activities is also relatively smaller than that of men. This is recognized because the process of preparing the 2020-2025 regional medium-term development plan was not optimal.

Taking into account the opinion of Friedmen (2013), there are at least 3 factors that result in an individual obeying or disobeying a rule, in this case the rule regarding gender responsive planning and budgeting.

Profit and loss factor (cost and benefit). Someone will act obedient or disobedient to a rule by considering the advantages and disadvantages of each action. In the case of implementing Permendagri No. 67 of 2011, the Mayor of Kediri will estimate the benefits he will get if he implements this rule. Likewise, he will estimate the loss when carrying out these rules. If he feels that the benefits obtained by implementing Permendagri No. 67 of 2011 are quite feasible, then it is very likely that he will implement the regulation.

Someone will choose to take legal action (obedient or disobedient) influenced by their peers (peer group) or group mates. Even in the context of implementing Permendagri No. 67 of 2011, if many OPDs don't implement it, it is very likely that other regional apparatus organizations won't either.

#### **4. Gender Responsive Budget Policy Schemes in the Regions (Case: City and District of Kediri)**

##### **a. Gender Responsive Budget Policy**

Government budget allocation is an important element that traces the implementation of a social policy. The budget determines which programs must be increased, decreased, eliminated, developed, and even expanded in scope. Reviewing budget items and comparing them with budget items that are allied in regional policies, in this case gender responsive budgets, data helps access advocacy or policy intervention so that it is right on target. This is most important in budget analysis in social policy not only looking at the amount of costs, but also the efficiency of allocation (Knapp, 1984).

Gender differences have a major influence on differences in needs, interests and priorities between men and women. A gender-sensitive approach considers and accommodates these differences. So that both get equal benefits. The budget is a very important instrument, and reflects state policy priorities, both in the economic and social fields. The budget is a measure of the government's commitment to this issue. Thus, countries that are committed to gender equality tend to demonstrate this commitment in the form of gender-sensitive budgets. Budgets are not gender neutral. Budgets have different impacts on men and women which can reflect the division of power and society as well as socio-economic disparities (UN Women, 2018).

The social protection function in the 2022 regional development budget is Rp. 12,997,835,410 compared to the 2021 regional development budget, namely Rp. 13,130,532,590 for the same function for Kediri Regency. However, if the percentage is compared to the total regional development budget spending, spending for the social protection function tends to decrease every year. However, spending on the social protection function still ranks third in the distribution of central government spending below spending on public services and the economy.

The budget allocation for the gender equality program in Kediri Regency essentially boosts the quality of human life. All ministries and institutions, including Kemen-PPPA, direct all strategic plans and annual work plans contained in the regional medium-term development plan, namely requiring good governance, SDG's (Sustainable Development Goals) agreement, and gender mainstreaming strategy (PUG). (BS, Head of DP3AKB Secretariat, Kediri Regency).

The statement by the Head of the Secretariat of the DP3AKB shows that the budget allocation for social protection program policies must be followed by the principles of equality and justice, so that the program can be utilized so that it is enjoyed by all, including women. Gender-based budget allocations also have national linkages and agreements on sustainable development, which explicitly mentions gender equality as one of its objectives. Thus, there must be a responsibility to encourage and oversee gender responsive budgeting policies.

Gender Mainstreaming strategy in social protection programs is intended to solve inequality problems and target vulnerable groups. The government acknowledges that there are still disparities between men and women in various sectors. For this reason, the main target of social protection programs is directed at groups in society with different needs, for example women, children, people with disabilities, the elderly, and other vulnerable groups. With the issuance of Law no. 8 of 2016 concerning disabilities, the government is required to pay special attention to persons with disabilities. (BS, Head of DP3AKB Secretariat, Kediri Regency).

A gender responsive budget is a budget that ensures that the allocation of public financial resources is used effectively in an effort to improve gender equality and empower women. Gender responsive budgeting does not mean that there is a separate budget for women or simply increasing budget allocations for women, but budgeting that is based on an in-depth analysis of policies that demonstrate women's rights. Gender responsive budgets analyze the different needs of men and women and ensure that the budgeting system accommodates these differences, including to overcome discrimination (UN Women, 2016). gender responsive budget is part of

gender mainstreaming, which is an effort to ensure that a gender perspective and gender equality are included in all policies. Gender mainstreaming must be included in policy planning, budgeting, implementation and monitoring and so on.

The target of the social protection program is given to poor families who have set requirements such as pregnant women, toddlers, elementary-high school students, severely disabled to the elderly. The target groups are obtained by the Social Service. The target groups obtained from the Unified Database were validated through a development deliberation process held by the village government and district/city governments. This is where PKH assistants have a very important role to verify and validate data. (BS, DP3AKB Secretariat, Kediri Regency, 2022, interview).

#### **b. Analysis of Gender Responsive Budgets in the Kediri Regency and Kediri City regional development budget Documents**

Budget categorization for gender health programs in two areas of the City and District of Kediri. Debbie Budlender and Guy Hewitt in *Engendering Budgets: A Practitioner's Guide to Understanding and Implementing Gender-Responsive Budgets* (2003) explain that there are two basic frameworks that serve as a reference for budget analysis and a five-step approach. The method can be used as a basis for budget analysis. In this study, the authors used a three-step category to analyze gender responsive budgeting for gender equality programs (including social protection) in the City and District of Kediri. The categorization is (1) gender-specific expenditure (gender-specific expenditure); (2) equal opportunity expenditure for civil servants (spending to provide equal opportunity at work); (3) mainstream budget expenditure/general expenditure (the test) concerned in terms of its gendered impact.

In using the analysis, we need to pay close attention because a gender responsive budget is not the same as a special budget for women, bearing in mind that this budget provides equal and fair access for women, men, children, the

elderly, persons with disabilities by taking into account differences and unique needs.

The characteristics and categories of gender-specific expenditure are the existence of special allocations that are targeted based on gender by considering affirmative aspects. Marginal conditions and special needs, for example, are women's health and education programs specifically for women. Meanwhile, the characteristics of equal opportunity expenditure for civil servants or equal employment opportunity expenditure are budget allocations to create equal opportunities in accessing jobs. An example is training for women managers in gender training for public officials. In the employment sector there are two things that can be measured, namely salary or income and the representation of women in decision-making positions. While the characteristic of mainstream budget expenditure is the general budget allocation which aims to realize gender equality and justice. For example, questioning whether spending allocations at the education office have created equal access for women and men with disabilities in vulnerable groups?

In the table below it can be seen that social programs at the Department of Trade, BPBD, and DKPP are still dominated by general programs, meaning that the programs developed are not gender specific. Meanwhile, in the Office of Women's Empowerment and Child Protection and the Office of Health, gender-specific programs have been seen. The weakness they face is the lack of access to data. In these three Cities/Districts it appears that there is no gender-disaggregated data yet in the relevant agencies. Sorting data is still the work of Baretlitbangda. Thus, the programs proposed are still very general, for example the Department of Trade is holding a program for training in trade management and accounting, which should be specific by starting from the data on the small and medium group of women, which is higher than that of men.

Table 1. Categories of Budget Analysis for the Regency and City of Kediri

Institution	Gender Justice Program Activities (including Social Protection)	Budget Category	Analysis
Dinas Perdagangan (Kabupaten Kediri)	• Perencanaan pembangunan industry	<i>Mainstream budget expenditure</i>	<i>Gender</i>
	• Penyusunan dan evaluasi rencana pembangunan industry	<i>Mainstream budget expenditure</i>	<i>Gender</i>
	• Peningkatan ketrampilan IKM	<i>Mainstream budget expenditure</i>	<i>Gender</i>
DKPP (Kabupaten Kediri)	• Peningkatan diversifikasi dan ketahanan pangan masyarakat	<i>Mainstream budget expenditure</i>	<i>Gender</i>
	• Penganekaragaman konsumsi pangan berbasis sumberdaya lokal bagi ibu rumah tangga, kelompok wanita tani, kader PKK, pelaku UMKM, masyarakat umum	<i>Gender-specific expenditure</i>	
BPBD (Kabupaten Kediri)	• Pelayanan pencegahan dan kesiapsiagaan terhadap bencana	<i>Mainstream expenditure</i>	<i>budget</i>
	• Pembentukan destana dan TSBD	<i>Mainstream expenditure</i>	<i>budget</i>
Dinas Pendidikan (Kota Kediri)	• Penyelenggaraan pendidikan kejar paket	<i>Mainstream expenditure</i>	<i>budget</i>
	• Kejar paket B setara SMP	<i>Mainstream expenditure</i>	<i>budget</i>
	• Pengembangan sekolah inklusif	<i>Gender-specific expenditure</i>	

Dinas Kesehatan (Kota Kediri)	• Obat dan perbekalan kesehatan	<i>Mainstream expenditure</i>	<i>budget</i>
	• Promosi kesehatan dan pemberdayaan masyarakat	<i>Mainstream expenditure</i>	<i>budget</i>
	• Perbaikan gizi masyarakat bagi ibu hamil dan balita	<i>Gender-specific expenditure</i>	
	• Pemenuhan upaya kesehatan perorangan dan upaya kesehatan masyarakat	<i>Mainstream expenditure</i>	<i>budget</i>
Dinas Pemberdayaan Perempuan (Kota Kediri)	• Pemberdayaan perempuan dan pengarusutamaan gender	<i>Gender-specific expenditure</i>	
	• Peningkatan kapasitas P2TP2A	<i>Gender-specific expenditure</i>	
	• Pengembangan bakat dan keterampilan anak terlantar	<i>Gender-specific expenditure</i>	
	• Peningkatan keterampilan bagi kepala rumah tangga perempuan (PEKKA)	<i>Gender-specific expenditure</i>	
Dinas Sosial (Kota Kediri)	• Pelatihan keterampilan bagi keluarga miskin	<i>Mainstream expenditure</i>	<i>budget</i>
	• Pelatihan keterampilan bagi anak terlantar	<i>Equal opportunity for civil servants</i>	
	• Pelayanan perlindungan dan jaminan social	<i>Gender-specific expenditure</i>	
	• Pelayanan dan perlindungan hukum bagi korban eksploitasi	<i>Gender-specific expenditure</i>	
	• Pelayanan dan perlindungan hukum bagi korban eksploitasi	<i>Mainstream expenditure</i>	<i>budget</i>

- perdagangan perempuan dan anak
- Jaminan social korban bencana alam

Source: Regional Planning and Development Agency, Kediri District, 2022

The table above shows that programs to increase job opportunities for women and vulnerable groups only occur in the DP3AP2KB Office, both City and Regency. This is in accordance with the main function of the service. Meanwhile, the record for Kediri Regency currently has a mission to achieve gender equality and justice in the region.

Gender mainstreaming (PUG) is the starting point for the implementation of gender responsive budgeting which is expected to improve the living standards of women and other vulnerable groups. However, these efforts ideally exist in every sector, from trade to disaster management at the district government level. And supported by qualified resources and access. Thus, the implementation of ARG does not stop at numbers or policy papers, but can bring women closer to access to decent livelihoods, education and work.

#### D. Conclusion

The results of the study showed that Gender Mainstreaming Working Groups were not working at the Kediri City and Regency regional levels and the focal points at the regional apparatus organizations level. The preparation of the budget also does not use GAP and GBS analysis. Even though these instruments are formal evidence of gender responsive planning and budgeting in local governments. There are at least three factors that are obstacles to PPRG implementation in Kediri Regency in particular. First, the employee rotation factor and the interruption of knowledge transfer. Second, the factor of the commitment of institutional leaders and the absence of guidelines within the Kediri City and Regency governments. Third, the regional medium-term development plan is not optimal in terms of preparation.

Meanwhile, based on the research findings and budget tracing of the relevant agencies in the two areas of the City and District of Kediri in this study, there are considerations used by the offices in the City and District of Kediri in formulating justice and gender equality programs (including social protection) that divided into gender-responsive and gender-inclusive beneficiary targets are the poverty rate, gender gap, and groups that have been marginalized so far. This was proven in each regional apparatus organizations in this study which made programs for vulnerable groups such as women, the elderly, people with disabilities, neglected children, and the poor. However, the use of gender-disaggregated data based on sex has not been sufficiently considered. Because the required data is not yet available, as happened in Kediri Regency. The absence of gender-disaggregated data means that the needs of women and vulnerable groups cannot be identified in gender justice programs (including social protection). Thus the access of women and vulnerable groups to gender equality and justice programs is getting further.

The results of the study also show that several agencies have gender-responsive budget allocations for affirmation programs for women, children, the elderly, and persons with disabilities. However, it appears that gender-specific budgets and expenditures are still focused on agencies that are identical with women's affairs. The existence of gender disaggregated data is useful for determining budget allocation plans for gender equality programs that ensure that men and women will have equal opportunities as beneficiaries of gender equality and justice programs (including social protection) run by local governments.

The classic problem is that there is still a low priority allocation of budget allocations in this sector compared to other sectors. When compared with the allocation in the economic education sector, this social sector still appears to have a lower budget allocation which is below the minimum limit set by law. As a result, the social protection program which includes gender equality and justice programs managed by the Social Service, DP3AP2KB, and Trade Office has not been able to accelerate poverty reduction, especially if disaster emergencies occur, especially in Kediri Regency.

The results of the analysis also show that gender responsive budgeting has not yet become the mainstream in every agency studied. This is shown by the few programs targeting women's groups in the Department of Commerce, BPBD, DKPP Kediri Regency and the Office of Education, Health Service for the City of Kediri. Gender-specific programs are still found in offices that are considered to be dealing with women, namely DP3AP2KB, both the City and Kediri Regency. The majority of special budget allocations aimed at women and vulnerable

groups or gender-specific expenditure are found in agencies that are identified with women's affairs. This means that gender mainstreaming in every social service and program has not yet been seen to consider or calculate gender-based social inequalities.

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