 Allocation to gender empowerment towards gender equality of Sustainable Development Goals

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Abstract. Women and men have a role to be the connector of present-future generations. In SDGs 5, the country policy as a system has been allocating part of its plans for women and children’s welfare. This study examines the role of the government in allocating its policies along with the urgency to empower. This research is qualitative research with a qualitative approach. Data collected through literature studies and interviews with the informant, namely Assistant Deputy for Gender Equality and Infrastructure, the Indonesian Ministry of Women’s Empowerment and Child Protection, then the data were analyzed descriptively. The result of this research is that the SDGs synergy has been implemented in the presidential program called Nawa Cita and the National Medium-Term Development Plan. According to the informant, the ministry as the coordinating minister that has specially designed seven programs for women’s empowerment and child protection, including in the fields of education, health, furthermore family development. It is shown in the gender empowerment index that every year increases accumulatively in Indonesia. In sum, the gender empowerment program design aims to increase the Gender Development Index in all regions in Indonesia and has been coordinated through the Government Work Plan.

1. Introduction
Sustainable development studies begin with the idea of the British Philosopher and economist regarding his concept of population growth. Thomas Malthus expressed the view that with a significant increase in population not proportional to food production, there would be catastrophe [1,2]. At the same time, one of the planned agendas is gender mainstreaming [3,4]. The importance because of the role of women and men as active subjects of development. The welfare of human resources, as measured by the Human Development Index, becomes the foundation for implementing development [7]. Ideally, development involves both roles of men and women, consequently that neither party is “left behind” in development [5]. Furthermore, the United Nations designed the character development of the gender mainstreaming agenda to build human civilization in the context of food security along with natural resource resilience as a form of sustainable development [5,6].

Sustainable Development indicator 5.C, namely: Ratify and advocate clear policies and enforcement of regulation to advocate gender equality and empowerment for all women and girls at all levels [8], specific countries as a system build free allotment for gender equality along with women’s empowerment [5,6]. Then the question arises of the urgency of empowering women or involving women
in achieving SDGs, particularly goals number five, gender equality. It needs to emphasize this is a strategy in strengthening food security, water security, along with the human development index, by empowering women in the economic sector; consequently, social welfare can be achieved at all levels of society [5,6,7]. Thus, in this polling approach, gender equality creates conditions for men and women to get opportunities and their rights as human beings to play a role and participate in every sector. Gender equality does not only concern the problem of achieving equal status and position between women and men but serves as an achievement of equal roles [8]. Women have a proportional role in terms of example: decision making in the political sector, access to natural resources, and economic development. Thus, it can reduce the rate of gender differentiation in access to participation in development.

The issue of gender disparities, especially experienced by women, has been declared in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The Convention has ratified various forms of discrimination against women; accordingly, it is also the background for the Millennium Development Goals as the initial foundation of the Sustainable Development Goals, namely gender equality [22,23]. By the national law in the UN Women, 2013 [24], the proposal for SDGs, that supported by a wealth of literature on discrimination faced in the capitalist feminist field, it is designed to carry out reforms in the legal framework in order to achieve women’s empowerment in economic matters [23]. In particular, the SDGs support monetary increases at the cost of dealing with the impulses of postcolonial feminism, such as structural subordination and women’s oppression [24].

Through Kant’s [9] moral point of view in his writing on the criticism of socialism, Marx explained that empowerment is as support in achieving life goals by not blocking, providing opportunities for development, and for increasing one’s capacity. In planning, empowerment is carried through several stages of a participatory planning model, such as justice in employment by involving workers intellectually and as social beings [10]. Participatory design is an example of direct democracy to empower citizens to improve the welfare of the country. Social empowerment can strengthen internal economic activity; consequently, it allows people to become socialists rather than capitalists. Hélène Cixous [11], as a post-structural feminist, claims that transformative power does not consist of controlling or exercising power over others. Instead, a form of power over oneself, of course, this transformation from a form of self-existence. In contemporary society, domination culture is rejected, further the concept of respecting self in a more conducive way such as empowerment and emancipation [12].

Empowerment is also related to power, which is the power or human power to act together with groups; this cannot be done individually [13]. However, empowerment is one part of community-driven development (CDD) because it involves the community in a development process with participatory, responsive, and autonomous principles [14]. Empowerment creates space for collective growth rather than individual growth, so this illustrates that empowerment is a multi-aspect concept. The fact is that women are half of the entire population, so designing empowerment to be an active part becomes an alternative to achieving the goal of sustainable development, namely gender equality [5]. It confirms that the gender gap hinders the process of developing the country’s welfare as measured by the human development index.

Therefore, implementing women’s empowerment programs can increase women’s participation in the environment and natural resource management. By optimizing women’s involvement to change the stigma of women in development, as well as providing women’s access to development, therefore, it ensured that it is gender-equitable [15,16]. The Indonesian government has also allocated public policies in support of SGDs 5, namely, with a gender strategy through Gender Responsive Planning and Budgeting 2018 [17]. Based on the Indonesian Central Bureau of Statistics data in Gender Inequality Index Calculation 2018, Indonesia’s sex ratio value is 101.0; it means that almost half of Indonesia’s population is women leads to the role of women is a potential as a capital for development.
2. Method
The research method used in this research is qualitative, with a qualitative approach to collecting data related to the research topic. The research procedure begins with data collection through library sources that have been published by the relevant agencies, and then the data were collected through interviews with informants—the research conducted from January to June 2020. The meetings were held face-to-face or one by one before the pandemic. Data were analyzed descriptively and presented through tables or descriptive narratives. The research location is a regional study to see the relationship between the governments in allocating public policies as one of the achievements of SDGs 5. The data collected through interviews with one informant. The informant is the Assistant Deputy for Gender Equality for Infrastructure and Environment, the Ministry of Women Empowerment and Child Protection of the Republic of Indonesia (Mrs. N).

3. Results and discussion
Goal 5, in general, aims to end all schemes of injustice against women; therefore, several policies regarding gender will affect supporting women’s empowerment. According to Mrs. N, who stated that review of gender-responsive laws is a law or regulation that applies in Indonesia regarding gender equality, there is no distinction between men and women in accessing natural resources such as community participation. Legal reviews in Indonesia include Laws, Government Regulations, Presidential Regulations, Presidential Instruction, and Ministerial Regulations, namely the Ministry of Women’s Empowerment and Child Protection or KemenPPPA, that the applicable regulations also refer to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the MDGs and SDGs. The Ministry of Women Empowerment and Child Protection tasked with coordinating national legal studies conducted by the Ministry of Law and Human Rights, then organizing and developing horizontally and vertically (administrative areas that include; regional, provincial, and city or district) following national legal instruments by the Ministry National Development Planning of the Republic of Indonesia. According to the flow, The Central Government cooperates with local governments on long-term plans for twenty years (20 years), then a medium-term strategy for five years (5 years), as a form of formulating policies, programs, activities, and measurable indicators derived from the budget; in Figure 1 The framework. In the end, the program that has been planned must be following the budget. It also refers to the capacity of regional revenues or the capacity of local spending, one of the things that affect it is the Human Development Index at that location.

According to the informant, the stakeholders carry out their primary duties and functions according to their respective portions, both the central government, local governments, community organizations to the community, for example, in the implementation of the Technical Assistance for Gender Responsive Planning. However, this must be integrated with the parties involved in implementing the program that is also following the local community’s ability—thusly explained in Figure 1, that the long-term plan must be adjusted to the vision and mission of the government, particularly the president, then adjusted to the regional development plan. Certainly, it must be linear with the vision and mission of the currently serving regional head. Through the national development plan, the roles or main tasks and functions of a ministry or institution are adjusted to produce a strategic work plan. Chiefly, these plans are also adjusted to the national and regional revenue and expenditure budgets. Adjustment to the budget is because each region of capacity is financially different; therefore, the implementation of one regional program is not the same as another; this must be adjusted. However, as the SDGs are incorporated in Indonesian National Long-Term Development Plan, its implementation intends to assign to Government Regulation No. 39 of 2006 on Control and Evaluation Procedures for Development Plan Implementation [25].
According to Mrs N, the role of stakeholders is essential; KemenPPPA promotes synergy between policy stakeholders. Both the central government, local governments, community organizations to the community. For example, in the implementation of the Technical Assistance for Gender Responsive Planning and Development. Therefore, to be able to implement, it must be synergized with the Development Plan. The synergy of Goal 5 between Sustainable Development Goals, National Medium-Term Development Plan (RPJMN, 2015-2019), and Nawa Cita is present in Table 1 form.

In summary to Table 1, the policies in the Medium-Term Development Plan that are in line with Goal 5: Gender Equality, are to improve the quality of life and roles of women in various development fields; emphasizing the role of women in politics; and increase the institutional capacity of gender mainstreaming. Thus, this synergy will form data related to the preparation of an action plan for implementing the Sustainable Development Goals, and this is divided into national and regional levels following Presidential Regulation Number 59 of 2017 concerning the Implementation of Achieving the Sustainable Development Goals. The work division mechanism is adjusted to the field pillars; in goal 5 is the pillars of social development.
Table 1. The synergy of Goal 5 with National Medium-Term Development Program and Nawa Cita [26].

| SDGs                         | Nawa Cita                                                                 | Indonesian National Medium-Term Development Plan                      |
|------------------------------|---------------------------------------------------------------------------|-----------------------------------------------------------------------|
| Gender Equality              |                                                                           | Chapter 6.3                                                           |
| Program:                     |                                                                           | 1) Laying the groundwork for the initiation of asymmetrical decentralization.  |
|                               |                                                                           | 2) Adjust development between provinces, particularly Eastern Indonesia. |
|                               |                                                                           | 3) Overcoming poverty.                                                 |
| Program:                     |                                                                           | Chapter 6.2                                                           |
|                               |                                                                           | 1) Continuing to consolidate democracy to restore public trust.         |
|                               |                                                                           | 2) Increasing the role and representation of women in politics and development. |
|                               |                                                                           | 3) Completion and enhancement of the quality of the National Bureaucratic Reform (RBN). |
|                               |                                                                           | 4) Increase public participation in the public policymaking process.    |
| Program:                     |                                                                           | Chapter 6.5                                                           |
|                               |                                                                           | 1) Build population and family planning.                               |
|                               |                                                                           | 2) Building Education: implementing Smart Indonesia program.           |
|                               |                                                                           | 3) Building health: implementing the Healthy Indonesia program.        |
|                               |                                                                           | 4) Improve the welfare of marginalized people: implement the Indonesian Work Program. |
|                               |                                                                           | 5) Improve community welfare through sustainable livelihoods.         |
| Program:                     |                                                                           | Chapter 6.6                                                           |
|                               |                                                                           | 1) Building national connectivity to achieve a balance of development. |
|                               |                                                                           | 2) Build housing and residential areas.                               |
| Program:                     |                                                                           | Chapter 6.9                                                           |
|                               |                                                                           | Reinforcing diversity and strengthening Indonesia’s social resilience; this adjusted to Indonesia’s Sustainable Development Goals 5. |

Further, according to the 2019 Gender-Based Human Development Report by the Ministry of Women’s Empowerment and Child Protection, human development and gender development are ongoing or runs linearly. The Human Development Index and the Gender Development Index (Figure 2) are indicators in seeing the achievements of social growth and gender development; consequently, a region is assumed to be able to improve the quality of human life because it can decrease the development gap between men and women. Mainly to ensure that men and women have equal access to health, education, and roles in economic development. Gender development manifested in the form of gender empowerment, and this also coincides with the value of the quality of human development between men and women. In assessing the progress of gender empowerment in Indonesia, a composite index is used, namely the Gender Empowerment Index. The Gender Empowerment Index (Figure 2) focuses on gender equality in terms of active roles in the political, decision-making, and economic fields.
This indicator was adopted from the Gender Empowerment Measure (GEM) by the United Nations Development Program.

Indonesian gender empowerment in Figure 2 has increased significantly; that value came from the accumulation of all provinces in Indonesia. In 2018, Indonesia was at 72.10 level, certainly is an increase of 0.36 points or growth of 0.50% when compared to 2017 [20,21]. Increasing gender empowerment each year begins with the application of a gender perspective, according to Mrs N has started since 1998 in the preparation of the Gender Analysis Pathway then in 2000, issued Presidential Instruction No. 9 of 2000 concerning the Implementation of Gender Mainstreaming in Development that is the mandate for Gender Mainstreaming practices to all leaders of Ministries or Institutions along with Regional Heads. The following Table 2 are seven (7) programs from seventeen (17) programs or agenda for women’s empowerment and child security, Ministry of Women’s Empowerment and Child Protection (2019):

![Figure 2. Indonesian Gender Empowerment Index 2010-2018](image)

In addition, after looking at the Gender Empowerment Index, explicitly looking at programs that have been initiated by ministries and agencies and how the responses of stakeholders to advance these priority programs are shown in Table 2. The Women's Empowerment Program is a forum that provides legal protection for gender equality in all fields; namely, gender mainstreaming in education is the basis of gender development. School is considered a formal institution that will shape the mindset of human resources. Through education, the gap in mindset can be equalized and shaped. Hence, from this point, it can eliminate the stigma of being vulnerable about women and create a mindset that women and men have the same access and abilities in development.

Implications in the health sector based on indicator 5.6 that ensuring universal access to sexual and reproductive health and reproduction for women shown in sanitation as a household need (domestic) it focuses on areas with minimal sanitation or clean water supply [23]. Emphasizing that the lack of progress in the implementation of the Bill on the Elimination of Sexual Violence in Indonesia, that is also one of the initiations of the CEDAW and SDGs 5 programs. Whereas the right to reproductive sexual health and sexual violence that violate human rights are emergency conditions experienced by Indonesia. Women who live in a cycle of poverty will tend to do anything to survive to advocate for the Draft Law on Gender Equality and Justice to become a legal protection forum for women's rights that provides benefits for the development of social life [27]. It is essential to pass the Draft Law because it concerns solutions to problems of poverty and social inequality, particularly in health and reproductive and sexual rights, then changes the development paradigm to a demographic development paradigm [27].
Table 2. Programs for Women’s Empowerment and Child Protection [19].

| Priority Program | Programs |
|------------------|----------|
| Gender Equality and Women’s Protection | 1. Increasing the Institutional Capacity of Gender Mainstreaming in the fields of education, health, and family development, such as:  
   a. The establishment of the Women’s Empowerment Center model (Women’s School and Women Technical College) in 2019, in Timor Tengah Selatan District, NTT and Waropen District, Papua.  
   b. Establishing a gender-responsive curriculum in tertiary institutions.  
   c. Strengthening male involvement in lowering the maternal mortality rate.  
   d. Promotion of women’s role as a way of prevention and control of HIV AIDS, Tuberculosis, and Malaria  
2. Gender Mainstreaming in the Institutional Capacity Building of Economics.  
3. Conduct labour training cooperation with Saudi Arabia Government.  
4. Increased representation of women in politics.  
5. Increased prevention of violence against women and children  
6. Improving the Quality of Service for women and Children Victims of Violence, such as:  
   a. Regional Technical Implementation Unit for the Protection of Women and Children  
   b. Grants: Car for Women and Children Protection (MOLIN) and Motorcycle Protection for Women and Children (TORLIN).  
7. Improving the quality of handling human trafficking. |

The achievement of gender sector development measured by the Gender Development Index (IPG) from the Human Development Index. Therefore ideally, areas with a high human development index encourage increased gender development. However, gender strategies or policies must be supported by all parties, mostly eliminating the stigma of being vulnerable to women in development. It needs to be emphasized that the establishment of public allocations such as institutions as legal entities of control and commands can run once the socialization has been carried out. The ministry only acts as a coordinating representative; thereupon implementation must be following the regional head’s vision and mission, according to Figure 1.

4. Conclusion

In conclusion, the allocation of gender empowerment has been implemented from 2010-2018 with increasing the gender development index. The implementation of the program was designed following the National Medium-Term Development Plan and the vision and mission program of the government for that period, namely Nawa Cita. The stakeholder allocation mechanism is under applicable regulations or laws, but the implementation of the Women Empowerment and Child Protection program has not been fully practised. Particularly in the study of the Draft Law on the Elimination of Women's Violence and the Rights of Sexual Health and Reproduction.
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