

COLLABORATIVE GOVERNANCE IN GENDER MAINSTREAMING POLICY IN YOGYAKARTA CITY

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ABSTRACT

Gender mainstreaming becomes the global strategy used in realizing gender equality as one of the sustainable development goals that is envisioned to be accomplished by 2030. Indonesia as a part of international community is fully committed to adopt gender mainstreaming in the national development plan for the last two decades. Through the Presidential Decree No. 9 of 2000 the local government is mandated to mainstreaming gender in development program. Yogyakarta city has progressively implemented gender mainstreaming policy in development indicated by its high percentage of Gender Development Index (GDI) of 98.26% in 2017. As a matter of fact, Yogyakarta was also awarded the *Anugerah Parahita Ekapraya* (APE) by the Ministry of Women's Empowerment and Child Protection (MoWECP) for its commitment towards gender equality and women empowerment. This research is an exemplary study to analyze the collaborative governance in the gender mainstreaming strategy in Yogyakarta city. The method used in this research is qualitative method using primary data by conducting interview and secondary data such as books, articles, official documents, and journals. The authors use the collaborative governance concept by Ansell and Gash, as well as the twin-track gender mainstreaming model by Moser as the theoretical frameworks. The authors signify that the Government of Yogyakarta city has carried out a collaboration with the other stakeholders such as civil societies and private sectors in the gender mainstreaming strategy in Yogyakarta in a limited manner.

Keywords: Gender Mainstreaming, Collaborative Governance, Yogyakarta

ABSTRAK

Pengarusutamaan gender menjadi strategi global yang digunakan dalam mewujudkan kesetaraan gender sebagai salah satu tujuan pembangunan berkelanjutan yang diharapkan akan tercapai di tahun 2030. Indonesia sebagai bagian dari komunitas internasional berkomitmen penuh untuk mengadopsi pengarusutamaan gender dalam rencana pembangunan nasional selama dua dekade terakhir. Melalui Keputusan Presiden No. 9 tahun 2000, pemerintah daerah diberi kewenangan untuk mengarusutamakan gender dalam program pembangunan. Kota Yogyakarta telah secara progresif mengimplementasikan kebijakan pengarusutamaan gender dalam pembangunan yang ditunjukkan oleh tingginya persentase Indeks Pembangunan Gender (GDI) sebesar 98,26% pada tahun 2017. Faktanya, Yogyakarta juga dianugerahi Anugerah Parahita Ekapraya (APE) oleh Kementerian Perempuan Pemberdayaan dan Perlindungan Anak (MoWECP) untuk komitmennya terhadap kesetaraan gender dan pemberdayaan perempuan. Penelitian ini merupakan studi teladan untuk menganalisis tata kelola kolaboratif dalam strategi pengarusutamaan gender di kota Yogyakarta. Metode yang digunakan dalam penelitian ini adalah metode kualitatif dengan menggunakan data primer dengan melakukan wawancara dan data sekunder seperti buku, artikel, dokumen resmi, dan jurnal. Para penulis menggunakan konsep tata kelola kolaboratif oleh Ansell dan Gash, serta model pengarusutamaan gender jalur ganda oleh Moser sebagai kerangka teoretis. Para penulis menandakan bahwa Pemerintah Kota Yogyakarta telah melakukan kolaborasi dengan para pemangku kepentingan lainnya seperti masyarakat sipil dan sektor swasta dalam strategi pengarusutamaan gender di Yogyakarta secara terbatas.

INTRODUCTION

Society has long created distinctions on the role of men and women either at home or in public based on the constructed gender. Women are often regarded as submissive, passive, and less rational compared to men who are more powerful, active and rational. This kind of distinctions has created discrepancy and inequality between both. It restricts one's right and affects their life experiences including the less access to opportunities in education, economic participation, and political representation [\(United Nations, 2002\)](#). Most of the decision-makers on public policies are men as the dominant group whose interests are covered in the policies they made. Meanwhile, women are not well-represented as they hold minor positions in decision-making [\(O'Hagan, et al., 2015\)](#).

Gender inequality has been one of concerning global issues to be addressed today. Various approaches and strategies have been done to achieve gender equality. In 1979, the international community ratified Convention on Elimination of Discrimination against Women (CEDAW), an international treaty on human rights designed to protect the women rights and enforce gender equality for both men and women. Currently, the United Nations also takes a role in reducing gender inequality by setting gender equality as one of its goals within the United Nations Sustainable Development Agenda, envisioned to be accomplished by 2030. Through the approaches, the gender mainstreaming has gained a global currency as a strategy to reduce gender inequality. This approach cannot only be carried out by a single actor, but rather it necessitates a collaboration of wide-range stakeholders.

Gender mainstreaming strategy has been adopted by the international community at the national level, including Indonesia. Indonesia specifically regulates and states about gender mainstreaming strategy on the Presidential Decree No.9 of 2000 which mandates the local government to mainstreaming gender in development program. This decree has been a milestone for Indonesia to actively participate on gender equality enforcement. By that, the Government of Indonesia encourages the local authorities to implement gender mainstreaming policy in order to improve the gender equality. Yogyakarta City is among hundreds of cities in Indonesia that is awarded for its commitment to promote gender equality by the Ministry of Women Empowerment and Children Protection (MoWECP) twice. The Government of Yogyakarta City has adopted the Mayor Regulation of Yogyakarta Municipality No 53 of 2018 concerning the Implementation of Gender Mainstreaming in Yogyakarta City in order to ensure that gender equality is being mainstreamed in every sector. The implementation of gender mainstreaming policy in Yogyakarta seems to be well-implemented only in particular focal point which is the Department of Community and Women's Empowerment and Children Protection (DPMPPA) of Yogyakarta City. DPMPPA initiates a wide range of programs and projects to empower women as well as to promote gender equality. One of the notable initiatives of DPMPPA to empower women and promote gender equality is "Gender Corner" which enables both men and women to engage in one occasion and participate in realizing gender equality [\(Widiyanto, 2015\)](#). However, it is important to bear in mind the collaboration of wide-range stakeholders needed to carry out gender mainstreaming policy. Therefore, this article aims to examine the implementation of collaborative governance in gender mainstreaming policy in Yogyakarta City, particularly in its Gender Corner program.

This article is divided into six sections. In the first section, this article presents general information about gender inequality as the global issue which requires the participation and commitment of any country in the world--including Indonesia, specifically Yogyakarta City in contributing to gender equality promotion. In the following section, this article provides a literature review as references to the authors through the previous research and findings related to the current issue. The third section elaborates the theoretical frameworks used in the research. The authors use twin-track model of gender mainstreaming by Moser to analyze the strategy of the government, and collaborative governance concept by Ansel & Gash for answering the key question of this article which put an emphasis on the actors involved in the gender mainstreaming strategy, and the nature of their relations. The research methodology is explained in the fourth section. The fifth section discusses the Yogyakarta City in general, the gender and women's issues in the city, the strategies made by the government in responding to the

issues, as well as the implementation of collaborative governance in gender mainstreaming strategy. The last section is a conclusion which summarizes the entire research and presents recommendations as the inputs to the decision-makers in advancing the collaborative governance for gender mainstreaming policies.

THEORETICAL FRAMEWORK

There have been many researches carried out as an attempt to examine and understand the gender mainstreaming. Despite its contestable theoretical concept, gender mainstreaming as a strategy to realize the goals of global gender equality and empowerment has been widely accepted and adopted by many countries worldwide to address women's and gender issues, particularly after the Beijing Declaration and Plan for Action (BPfA) was adopted by the international community in 1995 (Moser, 2017).

The concept of gender mainstreaming, although it is defined by many, is still leaving a contestation among theorists and practitioners (Moser, 2014). Yet, the main trend of gender mainstreaming conceived by policy makers that it is an approach seeking to institutionalize equality by embedding gender-sensitive practices and norms in the structures, processes, and environment of public policy (Daly, 2005). The no "one-size fits all" gender mainstreaming strategies leads to the creation of multiple-track of gender mainstreaming approach (UN Women, 2014). The Moser framework, or also termed the twin-track model is known by many gender policy makers as one of useful models in suggesting a framework to integrate gender into every policy area (Moser, 2005). Twin-track model of gender mainstreaming visualized by Moser is illustrated in figure 1.

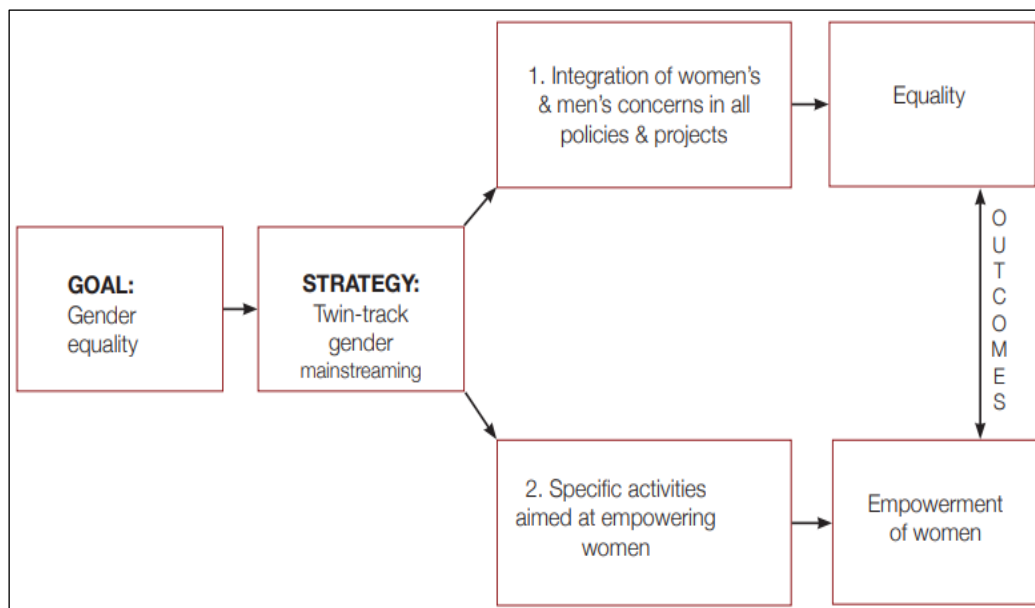


Fig. 1 Twin-track Model of Gender Mainstreaming Strategy

Source: Moser. (2005). *An Introduction to Gender Audit Methodology: Its Design and Implementation in DFID Malawi*

According to the Moser Framework, there are two important components in gender mainstreaming strategy. The first component is gender-integrated approach, the integration of women's and men's concerns throughout the development process in all policies and projects which refers to fulfill the strategic gender needs. The other component is the gender-targeted approach, the specific activities which has an initial objective to empowering women which aims to address specific practical gender needs (Moser, 2014; UN Women, 2014). The different reality of gender inequality in every corner of the world should not become a challenge to develop a strategy to make gender equality real. Using this framework requires the identification of priority gender issues, beneficiary groups and change agents,

as well as the setting and allocation of optimal programs' combination and adequate resources. Therefore, this multiple-track approach offered by Moser is perceived as a better strategy for attaining gender equality than the previous approaches through accomplishing a gradual, sustained societal change at all levels, from central and local governments and the private sector to civil society organizations and communities (UN Women, 2014).

The scholarship on gender mainstreaming, particularly to evaluate its implementation at all levels have been undertaken for theoretical and practical purposes. At global level, Hafner-Burton & Pollack (2002), emphasized that the mainstreaming of gender in the early years of the adoption of BPfA has been endorsed and adopted by almost every important international organizations (IOs) such as World Bank and the United Nations Development Programme (UNDP). To the smaller level, the literature on gender mainstreaming at regional level can be found predominantly in the European Union (EU) as it was the principal advocate of gender mainstreaming during the 4th United Nations World Conference on Women in Beijing in 1995 (O'Connor, 2014). By highlighting issues across Europe, the gender mainstreaming is regarded as the only effective strategy in addressing gender inequalities in the EU as long as its implementation is carried out in transformative way (Hubert & Stratigaki, 2016). In the other part of the world, gender mainstreaming is also progressing in Southeast Asia through the Association of Southeast Asian Nations (ASEAN). The institutionalization of gender issue and adoption of extensive gender mainstreaming policies have been in place in ASEAN although it still faces various challenges in fully undertaking the agenda (Alami, 2018). The ASEAN's commitment in advancing gender equality since 2006 has increased the gender equality significantly in all ASEAN Member States and at all pillars of ASEAN Community (Hidayatulloh, 2018). The study on gender mainstreaming is also performed at national and local levels, indicating the success of global gender equality entrepreneurs in promoting the norm even into the grassroots level.

Nugroho, the Director of the Institute for Policy and Administrative Reform in Indonesia published a book entitled *Gender dan Strategi Pengarus-utamaannya di Indonesia* in 2008. He was involved in the UNDP project on gender mainstreaming in collaboration with the Ministry of Women Empowerment and Children Protection (MoWECP) in Indonesia. This book provides a comprehensive explanation on conceptual framework of gender and its reality in Indonesia, and more importantly offers the technical strategies in implementing the mainstreaming policy in Indonesia at local –regency and province, and national levels. Yogyakarta City is among all cities and provinces in Indonesia that is the most progressive in gender equality through implementing gender mainstreaming policy. Currently, this city re-awarded the *Anugerah Parahita Ekapraya* (APE) by MoWECP, a prestigious award for its commitment in promoting gender equality and children protection. Therefore, the research on gender mainstreaming implementation in Yogyakarta City is interesting to carry out by the authors, noting that the existing literatures are still far from sufficient in contribution to the policy recommendations.

The authors have looked for the previous researches undertook to examine the implementation of gender mainstreaming in Yogyakarta City. The thesis research carried out by Mirni (2016) which focuses on the implementation of gender mainstreaming strategy in the Special Region of Yogyakarta Province. The research revealed that in the Special Region of Yogyakarta Province, the gender mainstreaming strategy is implemented by integrating gender in each process of planning, budgeting, implementation, and monitoring and evaluation. Nevertheless, the obstacles are inevitable in its implementation. This study gives the authors a justification for undertaking a further research in this issue area in a critical way.

As the authors believe that gender mainstreaming strategy is expected to realize gender equality by transforming the society at all levels from government and private sector to the community; hence examining the governance of gender mainstreaming strategy can significantly contribute to the better implementation of this policy. The authors realize that the gender mainstreaming should not be an exclusive measure that can only be shouldered by the government alone, but rather it needs collaborative governance between the government, private sector, and civil society. The concept of collaborative governance is widely introduced replacing the old model of governance by bringing multiple stakeholders in the decision-making forum to reach a consensus-oriented policy. The authors use the

concept of collaborative governance defined by Ansell and Gash (2008). Collaborative governance is a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets (Ansell & Gash, 2008). There are six important criteria stressed in this definition, as follows: the forum is initiated by public agencies or institutions, participants in the forum include non-state actors, participants engage directly in decision making and are not merely “consulted” by public agencies, the forum is formally organized and meets collectively, the forum aims to make decisions by consensus (even if consensus is not achieved in practice), and the focus of the collaboration is on public policy or public management. Ansell & Gash (2008) emphasized that their definition of collaborative governance distinct it with the other alternative types of governance which are adversarial and managerial policy making that is a winner-take-all and unilateral pattern of decision-making, respectively. Therefore, the authors attempt to examine the implementation of collaborative governance in gender mainstreaming strategy in Yogyakarta City, which is the capital of the Special Region of Yogyakarta Province by using the collaborative governance concept as a tool of theoretical analysis and the twin-track model of gender mainstreaming to support our explanation.

In analyzing the implementation of collaborative governance in gender mainstreaming strategy carried out by the Government of Yogyakarta City, the Gender Corner program will be primarily discussed in this article. The authors combine the Moser’s twin-track model to define the strategy of gender mainstreaming implemented by DPMPPA and the collaborative governance concept of Ansell and Gash to analyze whether or not the Yogyakarta Municipality is implementing collaborative governance in gender mainstreaming policy. By taking into consideration of its Gender Corner program, therefore, the novelty of this research should be underscored.

RESEARCH METHODOLOGY

This theoretical research is a qualitative study. The authors analyze the data and information from both primary and secondary sources. The primary data is obtained by conducting field observation and interview with reliable informant. The field observation is conducted by observing the execution of Gender Corner Program that is held during the period of research. The authors also collected information from three reliable informants, namely Ms. Bebasari Sitarini, Head of Department of Communities and Women Empowerment, and Children Protection (DPMPPA); a gender expert, Dr. Nur Azizah; and a visitor of Gender Corner Program. Meanwhile, the secondary data is obtained by addressing relevant literature through library research. In order to obtain the primary data, the authors directly observe the secretariat and activities of the DPMPPA as the focal point of gender mainstreaming strategy in Yogyakarta City. In addition, the authors also conduct the interview with some informants representing this institution in Yogyakarta City. The secondary data is gathered through accountable and reliable existing literatures in gender mainstreaming studies. The books, journals, reports, government policy and law, as well as documents from website documented by authors in this article are referred to in the bibliography. The validity of data in this study also becomes the concern of the authors.

RESULT AND DISCUSSION

An Overview of Yogyakarta City: Gender Analysis

Yogyakarta city is the capital of Special Region of Yogyakarta Province, which remains as the only province in Indonesia that uses the Sultanate system -a system with special autonomy governed by a sultan. Geographically, this city is situated on the center of Yogyakarta province bordered by Bantul District on the South and Sleman District on the north, east and west. Yogyakarta is the smallest city in the province with an area of 32,50 km² equal to 1.02% of the province’s area (Pemerintah Kota Yogyakarta, 2017). This city is well-known as the city of education because this city has a conducive academic environment whereby many educational institutions from primary to tertiary level equipped

by national and international standards can easily be found in every corner of the city. This article informs the progress of human and gender development by providing the overview of the city covering its demographic and gender equality situation.

Demographically, as of 2013, this city’s population is around 402,709 people consisting of more female population (51.33%) than its male population (48.67%) based on the census conducted by the Central Statistics Agency of Special Region of Yogyakarta Province. In compare with the other four regencies in this province, Yogyakarta City has the least number of populations that only made of 11.2% of the total population (Rahayu, Alfirdaus, & Edi, 2016). In order to see the progress of human development in Yogyakarta City, the Human Development Index (HDI) of Yogyakarta City is provided in table 1. The table indicates the increase of HDI of Yogyakarta from 85.49 in 2017 to 86.11 in 2018.

Table 1. Human Development Index (HDI) of Yogyakarta City (2017-2018)

Life Expectancy at Birth		Expected Years of Schooling		Mean Years of Schooling		Appropriated Expenditure per capita (IDR)		Human Development Index (HDI)	
2017	2018	2017	2018	2017	2018	2017	2018	2017	2018
74.74	74.82	16.82	17.05	11.43	11.44	18,005	18,629	85.49	86.11

Source: BPS Provinsi D.I. Yogyakarta (2019)

The HDI of Yogyakarta City is accounted as the highest among other cities/regencies in this province and also the highest in the country. In regard to the gender equality situation, along with its high HDI, this city is also in the top 10 cities in Indonesia with the highest Gender Development Index (GDI) in 2017 (see figure 2) (Kementerian Pemberdayaan Perempuan dan Perlindungan Anak, 2018). Even though the GDI trend experienced downward trend from 98.78 in 2015 to 98.26 in 2017 in Yogyakarta City which indicated the slower progress of women development than the development of men, this GDI remains above the average of provincial GDI and national GDI in 2017 which was 94.39 and 90.96 respectively.

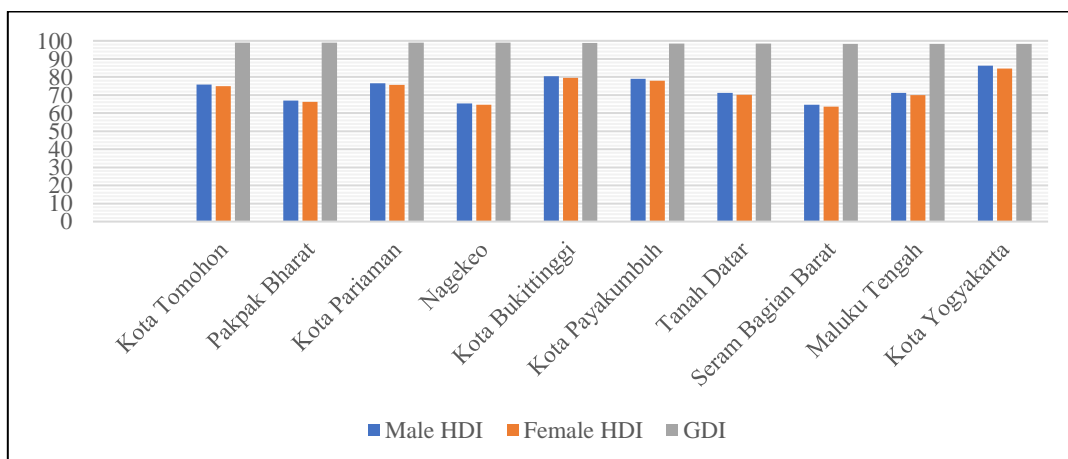


Fig 2. Top 10 Cities in Indonesia with the Highest GDI, Male HDI, and Female HDI 2017

Source: Kementerian Pemberdayaan Perempuan dan Perlindungan Anak (2018)

The GDI number of Yogyakarta City is generated from the fact of gender equality situation in several sectors; economy, education, and health of both men and women in 2017 (see table 2). The life expectancy at birth of women is higher than men which are 76.24 years and 72.45 years respectively. In

the similar manner, although it is the rare situation in the country at large, the appropriated expenditure per capita of women in Yogyakarta is higher than men. In education field, both men and women seem to enjoy the equal access to education as it is reflected by a minimum gap between the men's and women's expected years of schooling and the average years of schooling.

Table 2. Gender Development Index (GDI) of Yogyakarta City and Its Components in 2017

Life Expectancy at Birth		Expected Years of Schooling		Mean Years of Schooling		Appropriated Expenditure per capita (IDR)		Human Development Index (HDI)		GDI
M	F	M	F	M	F	M	F	M	F	
72.45	76.24	16.84	16.79	11.78	10.91	17,997	18,282	86.21	84.71	98.26

Source: Kementerian Pemberdayaan Perempuan dan Perlindungan Anak (2018)

In addition to the GDI, the Gender Empowerment Measures (GEM) is also used to measure the gender empowerment which covers three indicators, namely the proportion of seats held by women in the parliaments; percentage of women in economic decision-making positions which includes administrative, managerial, professional, and technical occupations; and female share of income. By that, the economic and political participation of women are taken into account in the measurement. The GEM of Yogyakarta and other cities/regencies in the province in 2017 can be seen in table 3. From the table below, it can be seen that Yogyakarta is situated in the second place in term of GEM after Sleman regency. Although in general, the gender empowerment in Yogyakarta surpasses the average of national GEM which is 71.74, the gender empowerment still needs to be improved.

Table 3. GEM of City/Regency in Special Region of Yogyakarta Province in 2017

City/Regency	Women's Representation in Parliament (%)	Proportion of Women in Economic Decision-Making Position (%)	Female Share of Income (%)	Gender Empowerment Measure (GEM)
Kulon Progo	17.50	54.83	44.78	68.42
Bantul	6.67	45.76	38.17	61.99
Gunung Kidul	15.56	42.59	39.60	68.70
Sleman	26.00	44.31	38.43	79.51
Kota Yogyakarta	22.50	48.75	43.95	78.94

Source: Kementerian Pemberdayaan Perempuan dan Perlindungan Anak, (2018)

Given those data and facts, the research conducted by the Gender Studies Center of Universitas Islam Indonesia in collaboration with the DPMPPA has noted that the progress of gender equality in this city is inseparable with its social condition (Rahayu, Alfirdaus, & Edi, 2016). Regardless of being deeply rooted in Javanese culture which is somehow identical with the patriarchal culture, Yogyakarta City shows a quite different social characteristic that is important to be highlighted. The study found that the advancement of gender equality in Yogyakarta City is influenced by several factors. Firstly, Sultan Hamengkubuwono X, the current sultan is really supportive and opened for the advancement of women's education and career that enables more women to fully participate in development. Secondly, even though the society is strongly bonding with the Javanese culture, they are sociologically an urban community as they are not dependent with the agricultural sector nor the high-scaled industrial sector; but rather in tourism and creative industry. Given its urban characteristic, the population in this city is

very heterogeneous and diverse. In addition, the low poverty rate in this city also contributes to the attainment of gender equality. Nonetheless, it is not sufficed to conclude that the gender and women's issues in this city are non-existent which will be discussed in the following part.

Gender Issues in Yogyakarta City

The traditional gender construction within the society makes the unequal distribution of power between men and women. Women are dependent on men at large and hence men feel superior over the women. In that manner, although Yogyakarta City has a high percentage of Gender Development Index (GDI) of 98,26% in 2017, the old-fashioned construction of gender is still preserved by some of the communities which always positioned women lower than men in society that ultimately results the inequality of gender. The awareness and insights of both men and women on gender equality is still quite low. Many of the women are not aware that they are supposed to have equal rights and opportunities to the men. They still believe on the social construct on gender that women must do the domestic affairs such as cook in the kitchen, not to make more money than men do, and believe that pursuing higher education is not a priority. Otherwise, it also happens to men as they admit the gender construct. Also, the involvement of men in gender equality promotion is still low as the gender equality promotion still focus on women and forgetting the prominent role of the men. Therefore, it is undeniable that discrimination and violence against women and children, child marriage, women's underrepresentation, as well as the lack of men and women awareness on gender equality are parts of our reality. In this sense, the authors mention -not in the subsequence of criticalness, the various gender issues in Yogyakarta City that need to be addressed promptly.

First to be noted, the unequal opportunities to education between men and women from primary to tertiary education is among the main roots of gender issues as it restricts women in identifying their potentials and rights. Despite the 9-year compulsory education program implemented has been implemented to give the equal access to education, but the barrier that placed on the society's construction reduces women's opportunity to enjoy the prevailing access to education (Azizah, 2019).

According to the Department of Population and Civil Registration (2018), the disparity of education level between men and women in Yogyakarta City is not high. Nevertheless, women still remains as the one who enjoyed less access and opportunities to education as among the total number of 57.773 people who do not go to school and 44.102 people who are not graduated from primary school, 29.171 and 22.462 of them are women respectively. In regard to the higher education (from undergraduate to postgraduate), the gap is not very significant yet women still occupies the smaller number than men. The lower education level of women than men impacted the women's employment which is the other gender issue in Yogyakarta. The level of education and expertise of a person are often required in job qualification and determine their position in economy.

It is also identified that women are more likely to work in private sector and occupy a smaller proportion than men in almost every type of employment. Regardless the fact that there are 1.257 women who work in health and medical sectors which is as twice as the men work in this sector, one-third of the total female population are staying at home and responsible to carry out the household chores. Other than that, women also made up a very small proportion in military and police (Dinas Kependudukan dan Pencatatan Sipil, 2018). The fact that women are mostly working at private sector -principally at home, has disadvantaged the women, making them to be the most vulnerable group financially.

The other gender issue in Yogyakarta is child marriage. This issue is often to be linked with the religion and patriarchal tradition preserved by the people which concretely impacts girls and women. There are several factors which increase the rate of child marriage, among them are, the youth's lacking of their awareness on the reproductive health issue, the stereotype of some people in the society which assume that women who get married at the mature age are considered as the spinster, the pride of parents to have the grandchildren which expects their daughter to get married immediately, and the poverty and financial problems that encourage the parents to demand their daughter to get married for reducing the family's burden (Nurohmah & Kusumastuti, 2017).

Besides, the child marriage rate is also high as a result of the discriminatory marriage act in Indonesia that permits women to marry at the age of 16 for women and 19 for men. According to the survey data conducted by the Department of Religion Affairs in 2015, there were 147 cases of child marriage happened between 2010 and 2015. In 2015, the number of girls who get married underage is skyrocketing to 121.43% from 2014, and for boys is decreasing around 31.82% which equal to 7 people (Kantor Kementerian Agama Kota Yogyakarta, 2015). The child marriage is implicitly reflecting the deprivation of power of women in determining their life. By that, women are unable to pursue the higher education, develop their potentials, enjoy their teenage time, and crucially more vulnerable to health issues which affects the rate of maternal mortality in this city.

Among the gender issues in Yogyakarta, the domestic violence is still at the top priority issues. According to the Head of Women Empowerment Division in the Department of Community and Women's Empowerment, and Children Protection (DPMPPA) of Yogyakarta City, the victims of domestic violence are not always women but may be husbands, children, housemaids, or anyone in one house. Nonetheless, the highest numbers of domestic violence victims are housewives. According to DPMPPA (2017), 94% of 585 cases of violence happened in 2015 and 93% of 533 cases in 2016 signified women as the dominant victims of violence both at home and in the workplace/school. The violence against women can be in the form of physical violence, psychological violence, sexual violence, women trafficking and exploitation, and abandonment. The occurrence of domestic violence is closely linked with the child marriage issue whereby the newly married couples are easily trapped in the marriage problem and ended up with the violence act against their couple (Nurohmah & Kusumastuti, 2017). The housewives tend to tolerate some level of domestic violence for economic support in return (Bolis & Hughes, 2015). Men's superiority in economy has given them power as they are able to use their economy superiority to control others' behavior which mostly leads to commit domestic violence [_\(Hidrobo, Peterman, & Heise, 2016\).](#)

Those aforementioned gender issues that happen in Yogyakarta City certainly require the measurable efforts to address it. As gender issue is prominently caused by the deeply rooted social construct, thus gender mainstreaming policy, a transformative way of changing society to reduce gender inequality is developed and implemented by the local government. The gender mainstreaming strategy in Yogyakarta is discussed in the following part.

Gender Mainstreaming Strategy in Yogyakarta City

Gender mainstreaming strategy has actually been long implemented in Yogyakarta City through innovative programs under the Department of Communities and Women Empowerment, and Children Protection (DPMPPA) of Yogyakarta City. This city was re-awarded *Anugerah Parahita Ekapraya* (APE), a prestigious biannual award by MoWECF for its commitment and active participation in promoting gender equality. DPMPPA achievement on this award prompts them to initiate the adoption of Mayor Regulation of Yogyakarta Municipality No 53 of 2018 concerning the Implementation of Gender Mainstreaming in Yogyakarta City which was only adopted in September 2018. This policy adoption is a concrete commitment of Yogyakarta Municipality in persistently promoting gender equality in all policy areas. The policy has set the strategy to integrate gender into development through planning, drafting, implementation, budgeting, monitoring and evaluation towards development policies, programs, and activities in Yogyakarta City.

Prior to the adoption of Mayor Regulation of Yogyakarta Municipality No 53 of 2018 concerning the Implementation of Gender Mainstreaming in Yogyakarta City, DPMPPA had carried its programs by referring various legal bases regarding the gender mainstreaming strategy, such as:

1. Presidential Decree No. 9 of 2000 on Gender Mainstreaming (PUG) in National Development;
2. Constitution No. 7 of 1984 on the ratification of CEDAW;
3. Constitution No. 39 of 1999 on Human Rights;
4. Constitution No. 23 of 2004 on the Elimination of Domestic Violence;

5. Constitution No. 11 of 2005 on the ratification of International Covenant on Economic, Social and Cultural Rights;
6. Presidential Decree No. 7 of 2005 on National Medium-Term Development Plan (RPJMN) 2004-2009;
7. The Decree of the Minister of Home Affairs (Kepmendagri) No. 132 of 2003 on the General Guidelines of Gender Mainstreaming Implementation in Regional Development.

DPMPPA as the one of the focal points in gender mainstreaming, puts its objective on strategic plan in line with the mission of Yogyakarta City and Mayor Regulation of Yogyakarta Municipality No. 105 of 2017 that is to enhance the empowerment of communities and women, as well as the children protection. DPMPPA carries out its mandates in structured organization with the Head of the Department at the highest position who functions to coordinate, integrate, and synchronize their missions horizontally and vertically either in society or in the department itself. Head of department is in charge in supervising one secretariat, functional position groups and three divisions. Gender mainstreaming and women protection are included in two different specific sub-divisions under the Women Empowerment Division (Sitarini, 2019).

The Head of Women Empowerment Division conveys that under her supervision, gender mainstreaming strategy becomes the focus of gender mainstreaming sub-division. This division has organized innovative programs as the strategies in mainstreaming gender. As illustrated on the diagram provided in figure 3, in order to achieve gender equality as the main goal, by using Moser’s Framework, the authors analyze that the Women Empowerment Division of DPMPPA adopted two tracks of gender mainstreaming strategies. The first strategy is by integrating the concerns of both men and women in education, economy, and health. Meanwhile, the other track of strategy is through the implementation of specific women empowerment programs or activities.

In accordance with DPMPPA effort in integrating men and women, the Mayor of Yogyakarta City has contributed to sustain gender mainstreaming strategies of DPMPPA through the establishment of Gender-responsive regulations which represent the needs and concerns of both men and women (see Table 4):

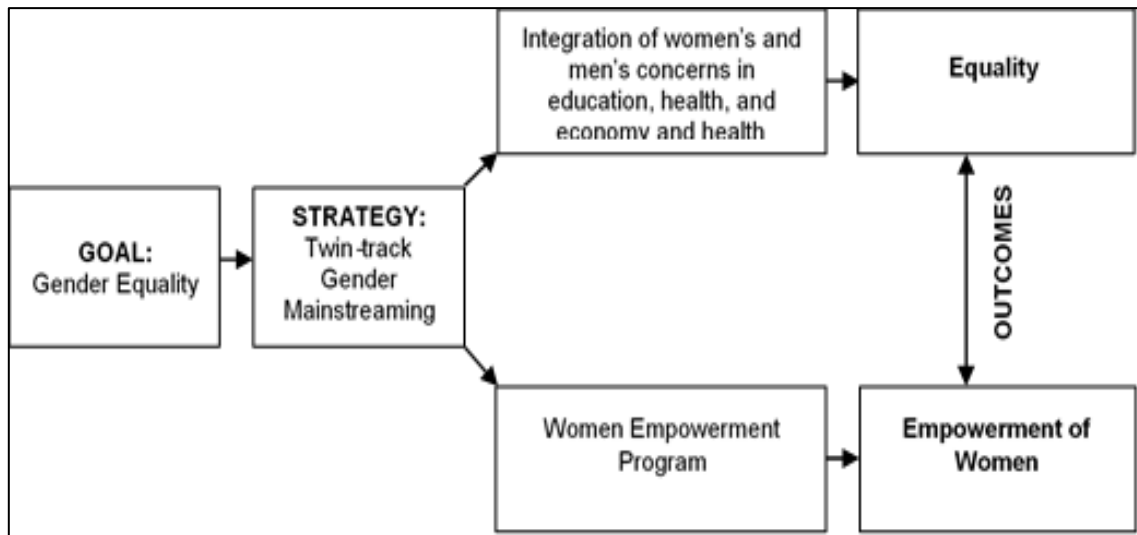


Fig 3. Twin-track Model of Gender Mainstreaming Strategy in Yogyakarta City

Source: Compiled by authors

Table 4. Gender Responsive Regulations in Mayor Regulation of Yogyakarta City

Mayor Regulations of Yogyakarta Municipality	Re:
No. 70 of 2016	The reduction of poverty
No. 60 of 2015	The synergy of information and telecommunication-based programs in the alleviation of poverty.
No. 13 of 2009	The management of employment
No. 11 of 2015	The guidelines for providing operational assistance for governmental secondary education units
No. 47 of 2008	The implementation of inclusive educational environment
No. 78 of 2015	The guidelines in providing educational insurance for the school dropouts
No. 25 of 2017	The guidelines in providing assistance for arrears for students that have graduated from educational units
No. 32 of 2014	The guidelines for providing operational assistance for private educational units in the Yogyakarta City
No. 69 of 2018	The implementation of regional health insurance
No. 53 of 2015	The establishment of 24 hours of service in the Community Health Center Services (PUSKESMAS)
No. 20 of 2015	The amendment to Mayor's Regulation No 40 of 2008 about the establishment of Emergency Medical Service System in Yogyakarta City

Source: Nurohmah & Kusumajati, (2017)

The Mayor Regulations provided in Table 4 assure that men and women are entitled to the equal rights and opportunities in education, economy, and health. The regulations accommodate both concerns by providing assistance and insurance either in health or education for the communities in general. The provided operational assistances in education are not only addressed to the government's educational institutions, but also to the private educational institutions. The establishment of 24-hours service on Health Center is also a form of local government's support gender mainstreaming strategy as it advances population health. Moreover, the Mayor's policies on the management of employment also aim to create sustainability in economy as well as to alleviate poverty.

Meanwhile, on the second track of gender mainstreaming strategy, DPMPPA generates programs which specify women as the main target to empower. As shown in Table 5, the programs are focused in giving women broader sights on their rights as well as socializing the constitution about the elimination of domestic violence in order for them to able to stand for their rights. Regarding the economic

empowerment, DPMPPA manages trainings on entrepreneurship for women to be economically productive as it encourages women to involve in creative industry and trains them to produce creative products either at home or in groups.

Table 5. Women Empowerment Activities and Programs

Activitiy/Program	Performance Target
Training on New Enterprise Group	5 groups
Training on New Enterprise Group II and III	18 groups
Workshop GSI	2 times
Pendampingan FPKK	2 times
Pendampingan Gugus Tugas PTPPO	1 time
Drafting Guidelines on Women's Protection in Disaster	1 document
Drafting Guidelines of programs in responding to violence's victims	1 document
Database of programs in responding to violence against women and children	1 document
Training on programs in responding to violence against women and children	2 times
Gender based programs in responding to domestic violence	50 cases
Monitoring and evaluation on the data of victims	50 cases
Socialization of the constitution about the elimination of domestic violence	1 time
Enhancement of service capacity	55 people
Drafting Standard of Procedure (SOP) in case handling	2 SOP

Source: Sitarini, (2019)

One of the innovative programs initiated by DPMPPA in mainstreaming gender is called Gender Corner. Gender Corner is a program which becomes a media of communication, information, and consultation that is gender responsive to address gender issue by using the *Gandeng Gendong* (collaboration) approach with or between stakeholders by conducting public events in public area. This program is to support the gender-based development in Yogyakarta by increasing the awareness of the people on the gender issues that happened in the city. The program was first launched by the Head of Department of Community and Women's Empowerment and Children Protection of Yogyakarta City during the car free day in August 19, 2018 in the major arterial road, *Jalan Jenderal Soedirman*. Currently the program is conducted monthly in every third week.

“Gender Corner program is very essential for realizing gender equality in Yogyakarta City. With this program, eventually the society, especially the visitor of this program is aware that the government is currently providing a place for consultation regarding gender issues that they face (Adhisa, 2019).”

In the program execution, DPMPPA collaborated with the other stakeholders such as municipal library, police office, public health department, small and medium enterprises, women’s organization, service center for women and children, and etc. In the short-term, the purpose of this program is to increase the facilitation for the public (men and women) to address the discrimination and violence against women and children, and thus improve their awareness on the gender issues, which eventually the ultimate goal of this program is to increase the harmonious cooperative relations among the local government agencies and stakeholders and mainstream gender within the institutions, as well as to expand the accessibility to education of gender equality and gender justice for society (Sitarini B. , 2019).

Collaborative governance in Gender Corner program

In this part, the authors attempt to examine the implementation of collaborative governance in gender mainstreaming strategy in Yogyakarta City, specifically the gender mainstreaming program named Gender Corner. Referring to the concept of collaborative governance defined by Ansell and Gash, there are six important criteria stressed in this definition, as follows: the forum is initiated by public agencies or institutions, participants in the forum include non-state actors, participants engage directly in decision making and are not merely “consulted” by public agencies, the forum is formally organized and meets collectively, the forum aims to make decisions by consensus (even if consensus is not achieved in practice), and the focus of the collaboration is on public policy or public management. Each of criteria of collaborative governance will be examined in the Gender Corner program which is explained in table 6. In carrying out the Gender Corner program, there are wide-ranging several actors from public agencies and private sectors to civil society that cooperate to conduct the program (see table 7).

Table 6. Collaborative Governance in Gender Mainstreaming (Gender Corner Program)

No	Criteria	Analysis
1	Forum is initiated by public agencies or institutions	Department of Community and Women’s Empowerment, and Children Protection (DPMPPA) of Yogyakarta City is the initiator of the Gender Corner Program
2	Participants in the forum include non-state actors	DPMPPA creates the Project Team which includes the various local government agencies (i.e. Department of Education, Department of Public Health, Department of Manpower and Employment, Department of Social Affairs, Department of Communications, etc.) and the other stakeholders (i.e. women’s organization, small and medium enterprises (SMEs), and Research Institutions)..
3	Participants engage directly in decision making and are not merely “consulted” by public agencies	Prior to the planning of Gender Corner Program, the abovementioned agencies and stakeholders who are members of project team are involved in the coordination meeting which aims to identify the targets and prepare the programs that are possible to be synergized in Gender Corner Program among those institutions. However, the minimum influence of non-state actors in influencing the decision cannot be disregarded, and to some extent, the relation between the state actors and non-state actors is consultative in nature.

4	Forum is formally organized and meets collectively	The coordination meeting of the team project is organized in formal manner attended by the public agencies, civil society organizations, and business sectors, as well as think tank groups before the execution of the Gender Corner program in regular basis and/or when the meeting is needed.
5	Forum aims to make decisions by consensus	The decision made by the forum is the decision to synergize the programs of the local government agencies and stakeholders which can contribute to the success of gender corner program.
6	Focus of the collaboration is on public policy or public management	The collaboration between public agencies and other non-state actors (private and civil society) in conducting the Gender Corner program is by collaboratively conducting the program in the public areas with each institution participates to carry out the assigned duties, to achieve the short-term, mid-term, and long-term goals of the programs that targeted publics (men and women) by conducting the program in the public areas.

Source: Compiled by authors

Table 7. Actors involved in Gender Corner Program

Public Agency/ Government	Civil Society Organization
1. Regional Development Agency	1. Ikatan Wanita Pengusaha Indonesia (IWAPI)
2. Department of Community and Women's Empowerment and Children Protection	2. AKSARA
3. Vice of Mayor	3. Rifka Annisa
4. Regional Secretary	4. SAPDA (Sentra Advokasi Perempuan, Difabel dan Anak)
5. Board of Finance and Asset Management	5. PERADI (Perhimpunan Advokat Indonesia)
6. Department of Social Affairs	6. FAKTA (Forum Anak Yogyakarta)
7. Department of Communication and Information	
8. Department of Tourism	
9. Department of Education	
10. Department of Public Health	
11. Municipal People's Representative Assembly	
12. Family Welfare Organizations	
13. Regional Department of Women's Empowerment, Children Protection, and Family Planning	
14. Department of Archives and Libraries	
15. Tegalrejo Sub-district Office	
16. Umbulharjo Sub-district Office	

Private Sector	Other Stakeholders
1. Small and Medium Enterprises (SMEs)	1. Mass Media 2. Women’s Studies Center Universitas Islam Indonesia 3. Women’s Studies Center Universitas Gadjah Mada

Source: DPMPPA, (2019)

Those aforementioned actors have different role to carry out, but the same vision of gender equality. In general, the public agency/government has a pivotal role as the initiator of the program and the decision-maker. The civil society organizations, to some extent, support the implementation of the program by sending volunteers to give peer-education to the visitors. The private sector is involved in the program for ensuring more women are empowered economically through training and workshop activities. Lastly the other stakeholders, such as mass media and research centers have a pivotal role in framing the program and also providing policy recommendation regarding the program implementation to the decision-makers. The collaboration among those actors is very visible in terms of the Gender Corner program execution. However, regarding the decision-making process, it is undeniable that there are some stakeholders who have a little influence in influencing the decision made by the forum, but rather the relations among them are consultative in nature, particularly between the public agencies and the civil society organizations and think tank groups. Therefore, to some extent, the public agency still plays the managerial role. The different degrees of influence and interest of each stakeholder involved in this gender corner program, to some extent, results in the lesser collaborative ties among them. Other than that, the lacking of both human resources and financial resources is impeding the effective implementation of the program (Sitarini B. , 2019).

CONCLUSION

The objective of this research is to examine the collaborative governance in gender mainstreaming strategy in Yogyakarta City. Being re-awarded *Anugerah Parahita Ekapraya (APE)*, a prestigious biannual award by MoWECP for its commitment and active participation in promoting gender equality, the needs to maintain its achievement required the implementation of collaborative governance in this sector. The study found that the collaborative governance in mainstreaming gender which implemented by the Yogyakarta Municipality, particularly the Department of Community and Women’s Empowerment and Children Protection (DPMPPA) is in a very limited circumstance. Although the initiation of the Yogyakarta Municipality to conduct the *Gandeng Gendong* (Collaborative Governance) in development has been integrated in every stakeholder, the non-state actors involved in Gender Corner program remains as the consultative groups during the policy making process indicating the managerial relations between stakeholders. The authors claimed that the implementation of collaborative governance in gender mainstreaming strategy is only occurred in the program execution. This fact reflects that the Mayor Regulation of Yogyakarta Municipality No 53 of 2018 on Gender Mainstreaming Implementation in Yogyakarta City has not yet effectively implemented. In order to realize gender equality and gender justice in Yogyakarta City, the collaborative governance should be carried out in both the policy making process and the program execution.

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