

Implementation Of Gender Mainstreaming Policies In Regional Development In East Kalimantan Province

Nadia Istamala^{1*}, Muh. Jamal Amin², Cathas Teguh Prakoso³

^{1,2,3} Master of Public Administration Study Program, Faculty of Social and Political Sciences, Mulawarman University, Indonesia

* Corresponding Author: nadiaistamala888@gmail.com

Article History

Received: 04-07-2026

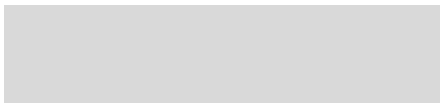
Revised: 20-07-2026

Published: 30-07-2026

ABSTRACT

Gender Mainstreaming is a development strategy aimed at achieving gender equality through the integration of gender perspectives into every stage of regional development. Although the Government of East Kalimantan Province has enacted Regional Regulation Number 5 of 2024 concerning Gender Mainstreaming in Regional Development, its implementation still encounters several challenges, including limited inter-agency coordination, inadequate human resource capacity, and uneven understanding of Gender Responsive Planning and Budgeting. This study aims to analyze the implementation of Gender Mainstreaming policy in regional development in East Kalimantan Province and identify the supporting and inhibiting factors affecting its implementation. A qualitative descriptive approach was employed using interviews, observation, and documentation techniques. Data were analyzed using the interactive analysis model of Miles, Huberman, and Saldaña. The implementation analysis adopted George C. Edward III's policy implementation model consisting of communication, resources, disposition, and bureaucratic structure. The findings reveal that the implementation of Gender Mainstreaming policy has generally been effective. Communication has been carried out through regular dissemination, technical assistance, and monitoring. Resources are supported by adequate regulations, institutional arrangements, the Klik SiGen application, and increasing Gender Responsive Budget allocations, although human resource capacity remains a challenge. The disposition dimension reflects the commitment of local government institutions and strategic partnerships in promoting gender equality. The bureaucratic structure has been strengthened through Gender Mainstreaming Working Groups, Gender Focal Points, Driver Teams, and cross-sector coordination mechanisms. Supporting factors include regulatory commitment, institutional capacity, and collaborative governance, whereas the main constraints involve limited human resources, inadequate gender-disaggregated data, and the misconception that Gender Mainstreaming is solely the responsibility of the Women's Empowerment and Child

Keywords: Implementation Policy, Gender Mainstreaming, Regional Development, Gender Equality, East Kalimantan

 *Protection Office.*

INTRODUCTION

Gender equality has become a key agenda for sustainable development in various countries, including Indonesia. This commitment is realized through various national regulations that position Gender Mainstreaming (PUG) as a development strategy to ensure that women and men obtain equal access, participation, control, and benefits in all development processes. The implementation of PUG is not only interpreted as an effort to increase women's involvement, but also as a development approach that ensures social justice through the integration of a gender perspective in policy formulation, planning, budgeting, implementation, and evaluation of regional development. This policy is becoming increasingly important in line with the demands of achieving the Sustainable Development Goals (SDGs), particularly Goal 5 on Gender Equality and Goal 16 on effective, inclusive, and accountable governance.

As an implementation of national policy, the East Kalimantan Provincial Government enacted Regional Regulation Number 5 of 2024 concerning Gender Mainstreaming in Regional Development, improving the previous regulation. This regulation strengthens the PUG (Gender Mainstreaming) institution, establishes coordination mechanisms across regional agencies, and implements Gender Responsive Planning and Budgeting (PPRG). This regulation is expected to improve the quality of more inclusive development by integrating a gender perspective into all regional development planning documents. However, the regulatory changes have not yet significantly improved gender development outcomes in East Kalimantan Province. Development data shows that the Gender Development Index (GDI) in East Kalimantan Province has gradually increased during the 2020–2024 period, but remains below the national average. This condition indicates that the development gap between women and men persists across various dimensions of development. Furthermore, the Gender Empowerment Index (GED) actually decreased in 2024, indicating that improvements in human development have not been fully accompanied by increased women's involvement in the economic, political, and decision-making sectors. This phenomenon demonstrates that the implementation of PUG policies still faces challenges in realizing truly gender-responsive development.

Problems with PUG implementation are not only related to regulatory aspects, but also concern the effectiveness of policy communication, human resource readiness, implementer commitment, and bureaucratic coordination. Initial observations indicate that there are still differences in understanding among Regional Apparatus Organizations regarding the concepts of PUG and PPRG. Furthermore, the availability of personnel competent in gender analysis is still limited, while cross-sector coordination is not yet optimal. These conditions often result in policy implementation being merely administrative in nature and unable to drive

substantive changes to the quality of gender-responsive development. While previous studies have focused on the implementation of gender mainstreaming in specific sectors, such as education, health, or public services, research specifically examining the implementation of Regional Regulation No. 5 of 2024, the latest regulation in East Kalimantan Province, remains limited. Some previous studies have also tended to focus on program evaluation without comprehensively integrating policy implementation analysis based on the dimensions of communication, resources, disposition, and bureaucratic structure. This research gap highlights the need for studies that can provide a comprehensive overview of gender mainstreaming policy implementation at the local government level while identifying factors influencing its success.

This study adopts George C. Edward III's policy implementation model, which positions communication, resources, disposition, and bureaucratic structure as the four main variables determining the effectiveness of policy implementation. This model was chosen because it is able to explain the relationship between policy substance and the institutional capacity of local governments in implementing Gender Mainstreaming systematically. The contribution of this study lies in the analysis of the implementation of Regional Regulation Number 5 of 2024, as the latest regulation that has not been widely studied in the public administration literature. In addition to providing academic contributions to the development of public policy implementation studies, this study also produces strategic recommendations for the East Kalimantan Provincial Government in strengthening Gender Mainstreaming governance through increasing institutional capacity, strengthening cross-sectoral coordination, optimizing gender-disaggregated data, and developing more effective policy evaluation mechanisms.

RESEARCH METHODS

This study uses a qualitative descriptive approach to gain a comprehensive understanding of the implementation of the Gender Mainstreaming (PUG) policy in regional development in East Kalimantan Province. This approach was chosen because it is able to provide an in-depth description of the policy implementation process, the dynamics between actors, and the factors influencing the success or obstacles of policy implementation at the local government level. The study focuses on the implementation of East Kalimantan Provincial Regulation Number 5 of 2024 concerning Gender Mainstreaming in Regional Development.

The research location was the East Kalimantan Province Women's Empowerment and Child Protection Office, the leading sector in PUG implementation. Research informants were purposively selected, consisting of East Kalimantan Province DPPPA officials, members of the East Kalimantan Provincial DPRD, community organizations, and other parties involved in PUG policy implementation.

The research data was obtained through in-depth interviews, field observations, and documentation studies of various regulations, PUG implementation reports, Gender

Responsive Planning and Budgeting (PPRG) documents, and other supporting documents. Data analysis used the interactive model of Miles, Huberman, and Saldaña, which includes data condensation, data presentation, and repeated drawing of conclusions until valid findings were obtained. Data validity was carried out through source triangulation, technical triangulation, and member checking. The analysis of policy implementation used the George C. Edward III model, which consists of four main dimensions: communication, resources, disposition, and bureaucratic structure.

RESULTS AND DISCUSSION

1. Policy Communication

Communication is a crucial factor in determining the success of policy implementation. The research findings indicate that the East Kalimantan Provincial Government has implemented policy communication through various mechanisms, including regulatory socialization, technical guidance, coaching clinics, monitoring and evaluation, and the use of digital media. The establishment of a communication group between PUG (Governing Body) Focal Points (Focal Points) is one innovation that has accelerated the dissemination of policy information within regional government agencies. However, the effectiveness of this communication is not yet fully equitable. Differences in understanding of the concepts of Gender Mainstreaming and Gender-Responsive Budgeting Planning among Regional Government Organizations (OROs) remain. This situation has resulted in policy implementation not being fully integrated into the entire development planning process. These findings indicate that policy communication is not only influenced by the intensity of information delivery but also by the quality of implementers' understanding of the policy substance.

2. Resources

The success of policy implementation is influenced by the adequacy of human resources, budget, institutions, and information technology support. Research shows that the East Kalimantan Provincial Government has provided various implementation support tools through:

1. Regional Regulation Number 5 of 2024;
2. Formation of the PUG Working Group;
3. Focal Point PUG;
4. PUG Driver Team;
5. Development of the Click SiGen application;
6. Increasing Gender Responsive Budget (ARG).

However, human resource capacity remains a major challenge. Not all officials possess the competency to conduct a Gender Analysis Pathway (GAP) or a Gender Budget Statement (GBS). Consequently, the quality of PPRG documents across regional agencies remains

inconsistent. Research shows that improving the capacity of officials is a crucial factor in determining the success of policy implementation.

3. Disposition

Disposition reflects the implementer's commitment to implementing the policy. Research has found that regional leaders demonstrate a strong commitment to implementing gender mainstreaming through various strategic policies and the establishment of supporting institutions. This commitment is reflected in increased cross-sector coordination and collaboration with women's organizations, academics, and civil society organizations. However, some regional officials still view gender mainstreaming (PUG) implementation as merely an administrative obligation. This perception has resulted in the suboptimal integration of gender perspectives into development planning. These findings indicate that the success of policy implementation is strongly influenced by individual and organizational commitment to understanding the importance of gender-responsive development.

4. Bureaucratic Structure

Bureaucratic structure is the final dimension in Edward III's model. Research shows that the institutional structure for PUG implementation in East Kalimantan Province has been relatively well-established through:

1. PUG Working Group;
2. Focal Point PUG;
3. PUG Driver Team;
4. Working Group on Addressing Gender Inequality.

This structure clarifies the division of responsibilities between institutions in policy implementation. However, coordination between regional agencies remains suboptimal. Not all regional agencies have integrated monitoring and evaluation mechanisms, resulting in policy implementation often occurring in a sectoral manner.

4.1 Supporting Factors for Implementation

The research identified several main factors that support the implementation of PUG policies, namely:

1. Regulatory support is increasingly strengthened through Regional Regulation Number 5 of 2024.
2. Commitment of the East Kalimantan Provincial Government.
3. The establishment of a fairly complete PUG institution.
4. Increasing Gender Responsive Budgets.
5. Click SiGen application development.
6. Partnerships with the DPRD, community organizations, universities, and women's organizations.

All these factors contribute to improving the coordination and effectiveness of policy implementation.

4.2 Factors Inhibiting Implementation

Apart from supporting factors, the research also found several main obstacles, namely:

1. Limited human resource capacity in gender analysis.
2. Gender-disaggregated data is not yet optimal.
3. Cross-OPD coordination is not yet fully effective.
4. The perception that the implementation of PUG is solely the responsibility of the DPPPAs continues to grow.
5. Not all OPDs have integrated a gender perspective into planning and budgeting documents.

These constraints indicate that successful policy implementation requires continuous strengthening of institutional capacity.

Discussion

The research results indicate that the implementation of the Gender Mainstreaming policy in East Kalimantan Province has met the four dimensions of policy implementation according to George C. Edward III, although the level of effectiveness of each dimension still varies. The communication dimension shows quite good progress through intensified outreach and mentoring to regional officials. However, the effectiveness of communication has not fully succeeded in building a uniform understanding of the PUG concept.

These findings reinforce Edward III's view that effective communication must meet the transmission, message clarity, and policy consistency aspects. In terms of resources, regulatory, institutional, budgetary, and information technology support have strengthened policy implementation. However, limited staff competency has become an obstacle, resulting in uneven implementation quality. This situation indicates that the availability of resources is not only measured by quantity, but also by the quality and ability of implementers in implementing policies. The disposition dimension demonstrates a strong commitment by local governments to gender-responsive development. This commitment is reflected in institutional strengthening, budget allocation, and the development of strategic partnerships. However, some implementers still view Gender Mainstreaming as an administrative obligation, thus internalizing gender equality values has not been fully realized. Meanwhile, the bureaucratic structure dimension shows that the establishment of the Gender Mainstreaming Working Group, the PUG Focal Point, the PUG Driver Team, and various coordination mechanisms have strengthened implementation governance. However, coordination across regional agencies and evaluation mechanisms still require improvement to ensure integrated policy implementation. Overall, this study confirms that the success of Gender Mainstreaming implementation depends not only on the existence of regulations, but also on the quality of communication, resource capacity, implementer commitment, and the effectiveness of institutional coordination. These findings enrich the study of public policy implementation by showing that strengthening collaborative governance is an important factor in realizing gender-responsive regional development.

CONCLUSION

This study aims to analyze the implementation of the Gender Mainstreaming (PUG) policy in regional development in East Kalimantan Province based on East Kalimantan Provincial Regulation Number 5 of 2024 using the George C. Edward III policy implementation model which includes communication, resources, disposition, and bureaucratic structure. The results of the study indicate that the implementation of the Gender Mainstreaming policy has generally been quite effective. The communication dimension has been supported through ongoing socialization, coordination, technical assistance, monitoring, and evaluation, thereby improving regional apparatus understanding of the PUG policy. However, there are still differences in understanding between regional apparatus organizations regarding the integration of gender perspectives in the development planning process, so policy communication needs to be continuously strengthened. In the resource dimension, the East Kalimantan Provincial Government has regulatory and institutional support, the Klik SiGen application, and an increase in the Gender Responsive Budget that strengthens policy implementation. However, limited human resource capacity in conducting gender analysis remains a major obstacle, resulting in uneven implementation quality among regional apparatuses.

The disposition dimension demonstrates the commitment of local governments to promoting gender-responsive development through institutional strengthening, cross-sector partnerships, and support for various policy innovations. However, some implementers still view gender mainstreaming as an administrative obligation, thus the internalization of gender equality values within organizational culture has not yet fully developed. Regarding the bureaucratic structure dimension, the establishment of the Gender Mainstreaming Working Group (Pokja PUG), the PUG Focal Point, the PUG Driver Team, and various coordination mechanisms have clarified the division of tasks in policy implementation. However, coordination across regional agencies and monitoring and evaluation mechanisms still require strengthening to ensure integrated policy implementation. The study also identified that successful policy implementation is influenced by regulatory support, local government commitment, PUG institutions, and multi-stakeholder partnerships. Conversely, the main obstacles stem from limited human resource capacity, suboptimal gender-disaggregated data, weak coordination across regional agencies, and the perception that gender mainstreaming implementation is solely the responsibility of the Women's Empowerment and Child Protection Office.

Suggestion

Based on the research results, several recommendations that can be considered are:

1. Conducting ongoing training on Gender Analysis Pathway (GAP), Gender Budget Statement (GBS), and Gender Responsive Budgeting Planning (PPRG) for all regional apparatus.

2. Strengthening the coordination function of the PUG Working Group through periodic cross-regional monitoring and evaluation mechanisms.
3. Developing an integrated gender-disaggregated data information system as a basis for formulating development policies.
4. Internalizing a gender perspective into the culture of government organizations so that PUG implementation is not seen as a mere sectoral program.
5. Expanding partnerships with universities, civil society organizations, women's organizations, and the private sector in supporting gender-responsive development.

BIBLIOGRAPHY

- Edward III, George C. (1980). *Implementing public policy* . Congressional Quarterly Press.
- Central Bureau of Statistics. (2024). *Gender Development Index and Gender Empowerment Index of East Kalimantan Province in 2024*. Central Bureau of Statistics.
- Department of Women's Empowerment and Child Protection of East Kalimantan Province. (2024). *Report on the Implementation of Gender Mainstreaming in East Kalimantan Province in 2024*. Government of East Kalimantan Province.
- Miles, Matthew B., Huberman, A. Michael., & Saldaña, Johnny. (2014). *Qualitative data analysis: A methods sourcebook* (3rd ed .). SAGE Publications.
- Ministry of Home Affairs of the Republic of Indonesia. (2011). *Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 67 of 2011 concerning Amendments to Regulation of the Minister of Home Affairs Number 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in the Regions* .
- East Kalimantan Provincial Government. (2024). *Regional Regulation of East Kalimantan Province Number 5 of 2024 concerning Gender Mainstreaming in Regional Development* .
- President of the Republic of Indonesia. (2000). *Presidential Instruction of the Republic of Indonesia Number 9 of 2000 concerning Gender Mainstreaming in National Development* .
- Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia. (2023). *Guidelines for Gender Responsive Planning and Budgeting (PPRG)* . Ministry of PPPA.
- United Nations. (2015). *Transforming our world: The 2030 Agenda for Sustainable Development* . United Nations.
- Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia. (2024). *Indonesian Gender Development in 2024*. Ministry of PPPA.