

## Gender-Based Development Discourse and Its Impact on Women Informal Workers in Yogyakarta

Raihan Chaerani Putri Budiman<sup>1</sup>, Dhara Cita Rafeinia<sup>2</sup>, and Ameylia Puspita Rosa Dyah Ayu Arintyas<sup>3</sup>

<sup>1</sup>Department of Public Administration, Sebelas Maret University, Surakarta, Indonesia, <sup>2</sup>Department of Public Management and Public Policy, Universitas Gadjah Mada, Yogyakarta, Indonesia, <sup>3</sup>Graduated School of Leadership and Policy Innovation, Universitas Gadjah Mada, Yogyakarta, Indonesia

Coressponding Author: Ameylia Puspita Rosa Dyah Ayu Arintyas (email: ameyliapuspita98@mail.ugm.ac.id)

### Abstract

Gender-based development in its implementation has challenges along with its characteristics, to be specific in efforts to achieve gender equality. Gender discrimination still occurs in Indonesia. It has become a culture in society which increasingly places women in a marginalized position. In this case, gender-based development is one of the main goals of the country's development, as stated in the 2005-2025 RPJPN. Gender-appropriate roles need to be supported by efforts to optimize the role of women to bring about active participation in the development and eliminate inequality experienced by women. One way to realize gender-based development is through empowering women in informal work. The method used is qualitative, and data collection is carried out through semi-structured interviews and content analysis on media which that refer to the topic. The data is analyzed using the Miles and Huberman models with data reduction, data display, conclusions drawing/verification, and given recommendations. The results of this study indicate that gender-based development in D.I. Yogyakarta has yet to succeed in reaching the understanding of the community, especially women informal workers.

**Keywords:** gender-based development; women; informal workers

### Introduction

Problems regarding informal women workers, are still interesting to discuss. There is an increase in the number of workers in the *Daerah Istimewa* Yogyakarta (D.I. Yogyakarta) area in August 2022, an increase of 12.61 thousand people from August 2021, so there are 2.24 million people. The increase in the percentage of employment has increased, especially in the Accommodation and Food and Drink sector

(1.61 percentage points), Transportation and Warehousing (1.31 percentage points), and other services (0.75 percentage points). Meanwhile, the fields of employment which experienced the most significant decline were Wholesale and Retail Trade (2.12 percent points), Government Administration, Defense, and Compulsory Social Security (1.00 percent points), and Processing Industry (0.43 percent point). In August 2022, the informal sector made the most significant contribution to the workforce, that is 53.38

percent, a total of 1.20 million people working in informal activities, down 1.98 percentage points compared to August 2021, 55.36 percent. Most of the working population are

full-time workers (67.06 percent). Part-time workers amounted to 28.18 percent, and underemployed 4.76 percent (BPS of D. I. Yogyakarta Province, 2022).

**Table 1. D.I. Yogyakarta IPG and IPM Index 2018 – 2020**

Year	IPM (Human Development Index)	IPG (Gender Development Index)	IDG (Gender Empowerment Index)
2018	79.53	94.73	69.64
2019	79.99	94.77	73.59
2020	79.97	94.80	74.73

The Gender Development Index (IPG/ *Indeks Pembangunan Gender*) is an indicator which describes the comparison between the Human Development Index (IPM/ *Indeks Pembangunan Manusia*) of women and the performance of men's IPM. The standard in interpreting the IPG is 100 because 100 is the complete comparison ratio. The smaller the GPA difference with a value of 100, the more balanced the development between women and men. The more significant the gap between the IPG score and 100, the more significant the difference in developmental achievement between girls and boys.

Based on Table 1, from 2018 to 2020 the IPG in D.I. Yogyakarta increased from year to year. However, the IPM fell in 2020 by 0.02 percent compared to 2019. When compared to IPM and IPG data in D.I. Yogyakarta the development gap between men and women is not significant because it is close to 100. Also in the Province of D.I. Yogyakarta data from the Central Statistics Agency (BPS/ *Badan Pusat Statistik*) recorded the score of IPG in D.I. Yogyakarta is 94.80 points in 2020, this value is the highest among other provinces in Indonesia (IPG Indonesia mean score is 91.06). IPG achievement in D.I. Yogyakarta shows the slightest interest in human development between men and women in D.I. Yogyakarta compared to other

provinces. The Human Development Index (IPM) for women in D.I. Yogyakarta was recorded at 78.46 points, while the IPM for men was 82.76 points (Dihni, 2021).

Apart from the gender development index (IPG), another measurement which is then used as a reference for assessing the involvement of DI Yogyakarta women in social, economic, and political affairs is the Gender Empowerment Index (IDG). IDG is measured through women's involvement in political participation based on women's involvement in parliament, while decision making is seen from their position and position as professional workers and economics is measured through women's income contribution. D.I. Yogyakarta is included in one of the five provinces in quadrant 1, that is the region with the largest IPG and IDG. From 2018 to 2020 the IDG score continued to increase and its peak in 2020 which reached to 74.73. This means that women's involvement in social, economic and political affairs is quite large, but not as significant as men's involvement.

#### *Women's Discourse*

Gender is not a new topic in academic research discourse in Indonesia and the world. However, the issue of gender is still

an exciting topic to be discussed. Because gender issues are discussed, viewing and analyzing them requires different perspectives. Until now, gender discourse has never found agreement on the concept of gender, ideology, and issues regarding gender (Niswah, 2021). Women's discourse is inseparable from developing thinking about gender equality and its practices. Gender equality practices are also assessed based on ideal and actual conditions which occur and develop yearly. The role of various parties in developing women's discourse is also one of the benchmarks for increasing awareness of gender equality. Gender equality is one of the goals of sustainable development, targeted to be realized in 2030. The issue of gender equality has become a global concern. The United Nations Development Program organization also echoes successful indicators of gender equality, one of which is carrying out reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources, under national law (Jatmiko, 2019). This is reflected in the stipulation of gender equality in one of the points of the Sustainable Development Goals (SDGs): achieving gender equality and empowering women and children. However, in implementing gender equality, there is still much homework to be considered, especially in the practice of gender equality in developing countries.

Gender equality needs to be reviewed comprehensively, considering the complexities necessary to achieve it. One of the reasons for the complexity of the process towards gender equality is that cultural values which are understood and grown in society have created a grouping of roles based on gender. Groupings which occur lead to discrimination of one gender or what is commonly known as gender bias. In practice, equitable development is still faced with cultural issues which are still detrimental

to one sex group, especially women, as well as cultural issues have not placed women in a vital position to be considered in decision-making (Dini, et al., 2020). In this case, women are an essential aspect which needs attention to eliminate inequality. At the global level, an indicator is used to measure gender inequality by considering these three aspects, to be specific, reproductive health, empowerment, and access to the labour market. This quantitative indicator aims to see whether gender-based policies can improve development (Tanzihah, et al., 2021). In this case, quantitative indicators need to be supported by a qualitative description of the facts, which will also add to the measurement of the success of gender-based development. In a study on national health insurance in Indonesia, there are still policy practices which make it difficult for women and do not support gender equality in implementation (Sciortino, 2023).

Gender equality must be achieved by improving the system on every line, especially in public policy. In gender-based policy practices, gender is no longer discussed in the context of conflictual interests and social power relations, and the form of rejection is discursive (Elomaki & Ylostalo, 2021). One form of gender equality policy implementation in Finland shows the depoliticizing effect of public governance reform on gender equality. In this case, there has been a shift towards the instrumentation and sidelining of gender equality policies, the narrowing of gender equality policies, and the bureaucratization of gender equality policies. Therefore, in forming a system supporting gender equality, it is necessary to consider multidimensional aspects in each process. Several approaches can be applied in forming a gender equality system, including the gender mainstreaming approach. Gender mainstreaming is pursued to achieve gender equality by ensuring that a gender perspective and concern for gender equality are at the heart of all activities, that is policy development, research, advocacy,

dialogue, legislation, resource allocation, planning, implementation, and monitoring (Syed & Ali, 2019). Gender mainstreaming means that all policies must meet the needs of women as marginalized parties, especially in developing countries.

A study conducted in Pakistan used gender mainstreaming practices and evaluated gender equality policies through a relational lens. The relational lens enables a holistic and contextual approach focusing on the interactions of gender, organizations, and systems while investigating issues related to inequality (Fagenson, 1990; Jabeen, 2001). Gender mainstreaming cannot realistically be achieved except by simultaneously considering interrelated macro-national environmental factors, meso-organizational interventions, and micro-individual heterogeneity (Syed & Ali, 2019). The first relational lens, macro-national, addresses social context, culture, and norms. Furthermore, meso-organizational focuses on organizational structures and routines which affect gender equality in the workplace and considers macro-national factors at the organizational level. Then the micro-individual relational lens, which considers individual issues, intersectionality, and employee agency, complements the other two relational lenses more specifically. This approach will then be used in analyzing gender equality which is already running in Indonesia.

Through a macro-national lens, a review of policies and regulations which can increase awareness of the importance of gender equality is carried out. It is starting from the ratification of several international conventions, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Beijing Declaration and Platform for Action (BDPA), to the issuance of laws to eliminate various gender discrimination and implement gender-based development (Dini et-al., 2020). Gender-based policies in Indonesia are the

implementation of the Presidential Instruction (Inpres) of the Republic of Indonesia No. 9/2000 concerning Gender Mainstreaming in National Development and Law No. 17/2007 concerning the National Long Term Development Plan (RPJPN/*Rencana Pembangunan Jangka Panjang Nasional*) 2005-2025, one of whose missions is to eliminate discrimination in various aspects, including gender.

In the meso-organizational lens, women's participation in the productive workforce is used as a reference for evaluation. Meanwhile, based on a review of panel data conducted during the 2011-2018 period, the Labor Force Participation Rate (TPAK/*Tingkat Partisipasi Angkatan Kerja*) or the percentage of the total labour force to the working-age population shows a consistent value, specifically the TPAK value of men is higher than that of women (Arifin, 2018). Even so, the value of the Gender Development Index (IPG) always went up in that period. Then, based on data reported by the Ministry of Women's Empowerment and Child Protection (Kementerian PPPA), the TPAK disparity between women and men in Indonesia is 1:1.5, with a percentage of women in employment of 53.1 percent and men 81.9 percent. In this case, the TPAK achieved in Indonesia is already above the world average. However, the disparity in achievement between women and men in the labour sector is still high. In addition, there are still many problems, such as violations of human rights (HAM/*Hak Asasi Manusia*) experienced by female workers and the lack of protection for informal female workers. Problems like this occur outside the calculation of Gender Inequality Index (GII) so it needs to be reviewed qualitatively to find the source of the problem and how to overcome it.

In the micro-individual relational lens, there are implications for women, as a minority in a male-dominated environment, on gender roles. In this case, women have two forms of

response to the context of the majority of men, that is taking a “masculine” role (rejecting stereotypes and discouraging differences and being equated with men) or taking a “feminine” role (accepting stereotypes and using them to their advantage) (Towns, 2022). Individual responses to these stereotypes can be applied within the family, which is the first place for a child to know about the outside world and its dynamics, including gender equality. For this reason, a woman needs to carry out her role as essential to realizing gender equality. Many families have implemented the practice of gender equality in the family in Indonesian society, and the community has implemented it in an implementable manner even though they do not yet understand gender (Qomariah, 2019).

### *Gender-Based Development*

Gender-based development is an elemental development in human development which focuses on gender mainstreaming itself (UNDP, 2022). Gender is a paradigm which penetrates the construction of male and female sexes, and then defines work roles, positions, and responsibilities in the collectivity of society. The placement of gender in development is not a guideline for development instruments but rather a development goal. This gender-based development provides the value that development should be inclusive and able to promote the interests of various entities, not just certain entities. As a global agenda, gender-based development embodies The Universal Declaration of Human Rights and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The CEDAW convention mentioned that “the Universal Declaration of Human Rights affirms the principle of the inadmissibility of discrimination and proclaims that all human beings are born free and equal in dignity and rights and that everyone is entitled to all the rights and freedoms set forth therein, without

distinction of any kind, including distinction based on sex”. This statement could be one of the reference in gender development analysis.

Gender systems exist at various levels, from the household, neighbourhood, workplace, community, and the more comprehensive societal structure. Gender is a social practice which is institutionalized and socially constructed, forming gender disparities which are masculine and feminine. This gender is an initial shaper of reality, which changes reality and results from reality (Ridgeway & Smith-Lovin, 1999).

The greater the gender-based implementation, the greater the respect for human rights. So far, gender discrimination in development efforts still occurs. Coercion in “roles”, for example, many forced roles are not in line with the person’s nurture. Maximizing roles according to gender needs to be supported to encourage active participation in development. To facilitate these conditions, information disclosure must be transparent and with balanced control without leaning towards one entity (Nisak & Sugiharti, 2020).

In Indonesia, gender is closely related to state ideology. This state ideology creates a status, competence, and the role of men in development at both the micro and macro levels. Initially, Indonesia only placed women in the realm of household work. Women here must serve their husbands, children, family, and society, usually male. Women do not have a realm of power in decision-making and are only implementers of decisions initiated by men. As a result, there is only a single male actor in decision-making, so the decisions are only pro-male groups (Suryakusuma, 1996).

International organizations view Indonesia’s position in looking at gender as more conservative. Gender, in this case, women, is an objectification of a role and minimal participation. In the case of women who play a role in the formal sector, the

framework used is not designed according to the capabilities and nature of these women, such as the obligation to come to work for menstruating and breastfeeding women. This is, of course, unbalanced because this biological condition only belongs to women, not men. Therefore, there is a need for dualism in policy positions by emphasizing gender as the basis as well as the objectives of the policy (ILO, 1993).

Until the New Order era, women were seen only as a complement to men. After that, women's movements began to emerge in Indonesia as a forum for gathering to contribute ideas and movements for the progress of Indonesia. These movements include *dharma wanita*, *dasawisma*, fostering family welfare (PKK), and many other women's movements grouped in religious, cultural, and political institutions. One of the programs by women which later had a widespread impact to date is the integrated service post-program (*Posyandu*) which later became a link between the government's work and the PKK, which showed the involvement of civilian women (Beard & Cartmill, 2007).

The Indonesian government is committed to developing policies, especially gender mainstreaming, by prioritizing data-based policies. The data is derived from surveys and censuses with an index measurement instrument. Even so, there needs to be a more grassroots approach because if the numbers are not complete, the gender condition will convey the actual conditions and the causes and effects that occur, especially for vulnerable women, women with informal livelihoods, and women who live in rural areas (Ruyter & Warnecke, 2008). Target needs to reach these entities are strengthened by data in the 2005-201 National Long Term Basic Plan (RPJPN) 5, which states that women in Indonesia have a low quality of life.

The measurement of gender development in Indonesia is carried out

through the gender development index (IPG). The IPG is calculated based on the female human development index (IPM) ratio to the male IPM. Therefore the IPG only partially represents that the human development of men and women in that area is already high. Another concept which enters into gender development is gender empowerment which is then measured through the gender empowerment index (IDG). This IDG measures political, economic and social equality (BPS, 2020).

This IPG was formed based on the empowerment goals to be achieved in gender. IPG displays the imbalance of role freedom which occurs between women and men. This index also adopts the value of the global mandate contained in the 2015-2030 Sustainable Development Goals (SDGs). Gender mainstreaming is in goal 5, which states, "Achieving gender equality and empowering all women". In the SDGs, there is also the principle of "No Left Behind", which means that the goals of these SDGs must be equally valuable for every entity/sector (BPS of Sumatera Utara, 2022).

Gender mainstreaming or *Pengarusutamaan gender* (PUG) is crucial at every level of development, but it is especially important when creating plans and policies. This is done in an effort to balance the interests of men and women so that both can benefit from the outcomes of progress. PUG ensures that women have access to development processes and outcomes as well as opportunities. PUG implementation has more difficulties and opportunities in the period of regional autonomy. The integration of a gender perspective into development planning is governed by a number of regulatory frameworks in Indonesia. (Dina Martiany, 2011: 122).

The policy is the first strategy because the policy is a political commitment. The decisions in question were made by state agencies that control civilian behavior. Public policies are what they are known as

in Indonesia. Strategic policy proposals are based on the idea that government actions, both at the national and local levels, are crucial to mainstreaming. Evaluation of strategic policies in the public administration, economic, health, and education sectors is the first stage proposal. The second recommendation is to create a public policy on gender equality in development. This policy should serve as a broad framework for all other sectors and sub-sectors of government when formulating policies. Specifically, the regulations regarding PUG are outlined in Presidential Instruction (*Inpres*) No.9/2000 concerning Gender Mainstreaming in National Development. The issuance of this Presidential Instruction is the initial milestone in the implementation of PUG in Indonesia (Riant Nugroho, 2008).

Gender-based development will not be achieved without gender mainstreaming. Therefore it is necessary to form a rational and systematic strategy for achieving gender equality. Of course, each region has its characteristics and challenges when dealing with gender equality efforts. Furthermore, policies are formed from global, national, and then local. Implementing gender mainstreaming programs is also carried out at the district/city level by related regional apparatus organizations (OPD). Each region has the right to carry out gender mainstreaming practices and develop innovations to fulfill the practice's objectives. Involvement in policy-making by men and women from various sectors is necessary to achieve gender-representative policies (HUMAS UNY, 2022).

### *Informal Labour*

The informal sector has always played an essential role in developing countries. The urge to work in the informal sector is influenced by several problems, such as individual boundaries, that is education, age, and economic situation, and social boundaries

(gender and patriarchy) (Dadheech & Sarma, 2023). The informal sector is characterized as several units producing goods or services whose primary purpose is creating jobs and income. These units usually operate at a low organizational level, with little or no division of labour and capital as factors of production and on a small scale. Employment, if any, is partial. Most are based on odd jobs, kinship or personal and social relationships rather than contractual arrangements with formal guarantees (Asian Development Bank & BPS Statistics Indonesia, 2011).

Informal workers are workers who work in the informal sector. A lack of job security, low wages and limited access to health insurance and pension funds often characterize this type of work in the informal sector. Although working in the informal sector is an opportunity to earn income because they do not have access to formal work, there are problems in informal sector work, which are synonymous with exploitation and poor working conditions.

Empirical research shows that workers in the informal economy have a higher risk of poverty than workers in the formal economy, while informal economy units have lower productivity and income. Most people enter the informal economy not voluntarily, but because there are no other opportunities or opportunities to make a living in the formal economy (Rains & Wibbels, 2022).

Informal labour is closely related to the concept of the informal economy. The informal economy is defined as an economic arrangement which is heterogeneous. This economic arrangement means without any formal intervention. This situation then makes the informal economic seem more flexible from the positive side, but has a minimal negative side in terms of economic protection and security. The sector in the informal economy broadly includes, among others-household micro-scale entrepreneurs, labourers, and types of work that are new or less common in people's daily lives. The

informal economy is also closely related to “labour-intensive” work (Todaro, 1981).

The consistent development of modern and industrial growth and providing goods and services to low-income groups in most developing countries shows that the formal economy influences it. The global workforce and economy are informal, so the informal labour sector worldwide is increasing because of interests. Workers in the informal sector are neglected regarding employment opportunities because they may need formal education or certification that validates their skills and competencies (Mazumder, et al., 2017).

Job competition to get access to work in the formal sector is very high. Thus only those with highly qualified individuals are expected to participate in employment and take advantage of the advantages offered in the formal sector. On the other hand, the less experienced, especially those with low educational backgrounds, only have the opportunity to work informally and therefore receive relatively little income and compensation. However, formal jobs offer more opportunities for the working population, and informal jobs provide the income most people need. Therefore, the informal sector plays an essential role in running it. (Asian Development Bank & BPS Statistics Indonesian, 2011).

In Indonesia, informality is part of the labour market and has long been excluded from the formal regulatory environment. Informal sector workers in Indonesia are spread across a wide range of jobs, from street vendors to construction work, domestic work, and various forms of transit, mostly in short-term arrangements. Their income is often just above the poverty line, so they are not considered “poor enough”. Although not all informal workers are poor and not all poor people work in the informal sector, the informal sector in Indonesian is often associated with precarious employment and unstable income (Octavia, 2020).

The informal sector has a role in the wheels of the Indonesian economy. Its presence increases opportunities for low-income people to participate in the labour market, creating alternative employment opportunities for production and pendant. Due to high population growth and urbanization in Indonesia, many workers, particularly in urban areas, may be absorbed by the labour market in informal jobs. On the other hand, to survive, people experiencing poverty engage in generally any activity, even if an inadequate salary and abuse of working hours characterize a job. Therefore with the relation between the informal sector and people experiencing poverty, it is vital to learn more about various aspects of the industry, such as the production process, the social, economic and demographic characteristics of the workforce and the companies that compose it. People who work informally tend to have a lower level of education than those who work in the formal sector. In the informal sector, the lower the education level of workers, the greater the chance of being absorbed into informal work. Informal jobs have worse wages than formal jobs (Asian Development Bank & BPS Statistics Indonesia, 2011).

There is no doubt that informal sector work is a risky job. That risk usually reflects a combination of low earnings, uncertain length of service, and contingent payment schedules. These characteristics are common among informal sector workers; they have lower wages, work fewer days, are paid under short-term agreements, are more concerned about finding enough work, and have fewer assets to draw on financially during a crisis (Rains & Wibbels, 2022).

Challenges cause a high risk for informal sector workers. Challenges in becoming an informal workforce include minimum wages, lack of job security, and limited access to benefits such as health insurance and pension funds. Informal workers may work without contracts, benefits, or legal protection

and may be vulnerable to exploitation and abuse. Despite the challenges associated with informal work, there are benefits. Informal work can be the primary source of income for individuals who need access or opportunity to work in the formal sector because, in developing countries, there are challenges, to be specific the scarcity of formal sector jobs. For individuals with other priorities, such as raising children or caring for a family, informal jobs are suitable because they have higher flexibility than formal jobs. Then informal work also helps and can contribute to the local economy by providing goods and services that may be available through informal channels.

### *Women Workers*

Women in the sociological construction of society have two roles. In the internal scope, they act as housewives; in the external scope, they act as a professional according to their expertise. Historically, women have long been engaged not only in the domestic sector. Women have long been involved in matters of war, trade and leadership.

However, in reality, through these two roles, the burden women bear is also replicated according to their dual responsibilities. The patriarchal system which has so far been constructed in society creates superiority on the part of men fail to understand the conditions that women, homemakers, and workers must pass. Women who feel they are not valued and understand in what they have to go through make many women decide to separated ways from their partners because of these feelings.

Other problems experienced by women in the world of work do not stop at internal pressure. Many women experience discrimination in the stripping system. Women are required to work in a work system like men, which, in reality, is far from women's physical capabilities. There are concerns about the emergence of sexual understanding in the

workplace. For this reason, the problem with the condition of women in the world of work requires not only education or policies for women but also for men who are also part of society (Tyagi, et.al., 2021).

In neo-classical human resource theory, it is stated that there is a relationship between education, productivity, and wages. Sometimes, women fail in terms of productivity due to specific times which limit them biologically and psychologically. In ancient times, education for women was not intended for work but as an effort to have the opportunity to marry a man of high position. However, this view continues to change along with the awareness of women to be able to have their own will.

The power which develops in every era plays an essential role in interpreting women. Women must have diversification so that the assessment of women is not biased towards identity degradation, which leads to destructive meaning. Women with different skills can get more decent positions and wages in the labour market (O'Donnell, 1984).

### **Methods**

This study uses a qualitative method. Qualitative methods emphasize the exploration of social conditions and problems which exist in individuals and groups. The holistic and inductive nature of qualitative research makes qualitative research worthy of being used in looking at the whole to the depths of social conditions and problems (Creswell, 2014).

The case study in this research was conducted in the D.I. Yogyakarta. The method of selecting informants was carried out using a random sample of 14 female informal workers of productive age (18-65 years) representing each district and city in the D.I. Yogyakarta. Data was collected through semi-structured interviews and

content analysis on media sources which interviews were conducted in depth in order referred to the topic. Semi-structured to obtain comprehensive data.

**Table 2. List of Informants**

No.	Name	Age	Occupation	Domicile
1.	SS	26	Freelance	Gunungkidul
2.	ML	25	Content Creator	Gunungkidul
3.	DMR	25	Self-employed	Kulonprogo
4.	AA	25	Contract employees	Gunungkidul
5.	AH	21	Self-employed	Yogyakarta City
6.	MM	23	Freelance	Bantul
7.	P	50	Trader	Sleman
8.	S	35	Tailor	Bantul
9.	SR	24	Freelance	Sleman
10.	IF	35	Freelance	Yogyakarta City
11.	PM	23	Freelance	Yogyakarta City
12.	S	57	Trader	Bantul
13.	ASY	23	Content Creator	Sleman
14.	M	45	Trader	Bantul

Prior to the interview, an interview guideline was prepared, which contained (1) personal data of the informant: age, type of work, number of dependents, length of service, average income; (2) welfare: length of formal-informal education, health insurance, economic security; (3) self-involvement; economic, political, managerial (4) change: gender-based development perspective, empowerment which has been received. Interviews were conducted on April 11-25, 2023 in person, offline, face-to-face, or through online media. Documentation studies are carried out on books, journal articles, news articles, and policy documents. The documentation study data is coded for grouping based on its potential suitability in achieving research objectives.

The qualitative data obtained is by using a descriptive approach. The descriptive approach is defined as the appearance

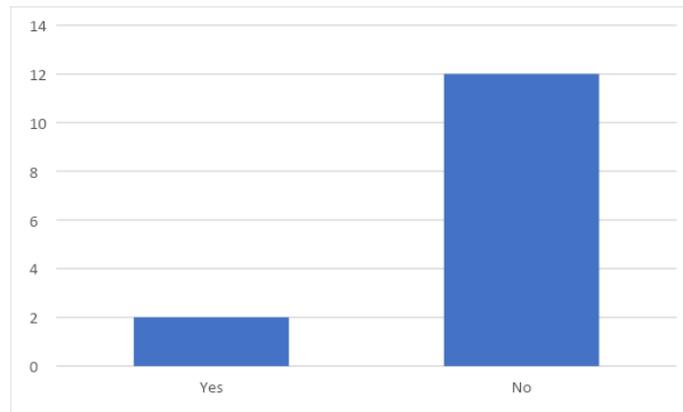
of data without adding facts so that it will display actual conditions, practices, processes, trends, and causal relationships of a condition or social problem (Calderon & Gonzales, 2018). Furthermore, the data were analyzed using the Miles and Huberman models with data reduction, data display, and concluding/verification steps. Interview data and secondary data which have been collected are then classified and reduced. The results of the reduction are then displayed and analyzed with the literature and theory. Besides that, this research used feminist analysis approach focusing on the way women are represented in literature is applied in conducting data analysis and policy analysis. Recommendations will also be given at the end of the article as suggestions regarding scientific paradigms and good practices (Miles, et al., 1994).

**Results and Discussion**

*Data Description*

Gender-based development in Indonesia primarily aims to provide equal opportunities for women in Indonesia. In practice, it is found that this discourse only partially reaches women. Indonesian women, who are the

target, should be given greater involvement because women can only represent the notion of women. Especially for women in the informal sector, the absence of the market as one of the transmitters of this discourse is also not captured by the government as a challenge which requires more performance from the government to convey gender-based development.

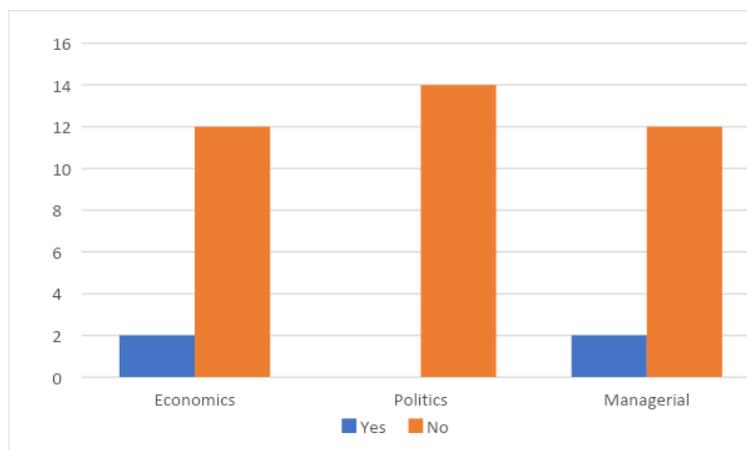


Source: Researcher processed (2023)

**Figure 1.** Knowledge of Gender Based Development

From interviews conducted with 14 informal workers in the Special Province of Yogyakarta, it was found that 12 of the 14 informants were unaware of any gender-based development program or agenda. These findings indicate that there is a large

gap between the organizing agenda and the legitimacy coming from the community. This finding also forms the basis for evaluating how far gender roles are positioned in development which has been carried out so far.

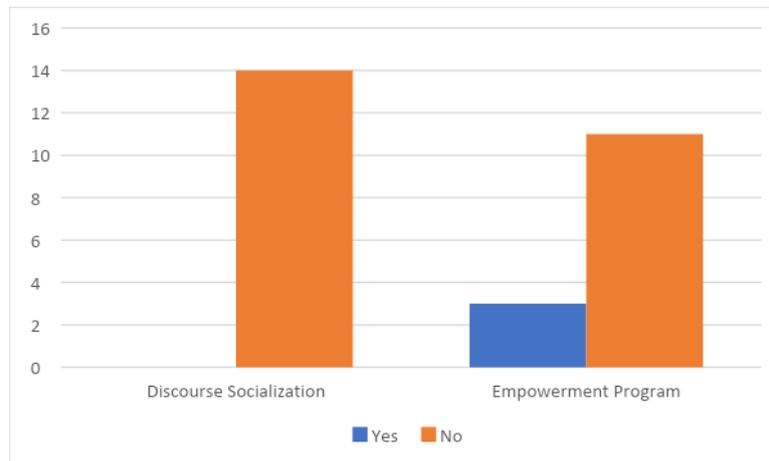


Source: Researcher processed (2023)

**Figure 2.** Involvement in the Development Sector

Gender-based development aimed at mainstreaming the role of women in the economic, political, and managerial fields is, in fact, less impacted on informal workers in D.I. Yogyakarta. Of the 14 informants, only two participated in economic management, none

participated in political management, and two participated in managerial management. The management work in question is in an association, both in formal and informal organizations in the local neighbourhood.



Source: Researcher processed (2023)

**Figure 3.** Socialization of Gender-Based Development and Empowerment Programs

The discourse on gender-based development, although so far has often been echoed through social media, has yet to receive any follow-up at the grassroots level. Even though socialization is needed on this issue because this issue is very vulnerable to the translation of its actions. In the sample of research informants, 14 people had never received gender-based development socialization, either based on the government or non-governmental organizations. Apart from that, as an effort to accelerate gender-based development, it was recorded that only 2 out of 14 informants had received the empowerment program. This fact is certainly a record in the gender development discourse which has been echoed. Especially for women informal workers, the opportunity to get socialization and empowerment programs will not be obtained from the workplace, which is different from formal workers.

#### *Gender-Based Development Evaluation*

Gender-based development is one of the big agendas in human resource development. This agenda concerns various actors because its implementation requires multi-sectoral roles. Unfortunately, until now, this development discourse has not yet fully touched various layers of society, so the impact of gender-based development cannot be fully felt.

“Never heard of gender-based development. Both in society and while still in college. So far, socialization has also not been carried out, even though this policy has been around for a long time, at least there should have been socialization” (ML, 2023).

Problems in gender-based development practices stem from various causes. The values in society also play a significant role in why gender-based development or

equality efforts are less advanced than in other countries based on nation-states. The culture places women at work in the home and complete obedience to men, hindering women from having a significant role and influence outside the household.

“Gender development in a patriarchal family is challenging. The family should be repaired first. So far, the connotation of women being more involved is very negative in the eyes of society. Women will be considered negligent in their original work of wells, mattresses, and kitchens. It is harrowing because no matter how big a woman’s role is outside, she will still be judged as a failure when she cannot carry out all the housework, which should also be able to share the workload with men” (EM, 2023).

Problems at the micro-household level which are so complicated in placing women’s work have sufficiently shown that society in Indonesia, especially with their historical conditions, is quite patriarchal in viewing the opportunity for women to play a significant role in development. From the household to the enormous scope of society, such as business owners, they also apply restrictions on the role of women in their work. Stigmatization such as there are only specific jobs that only men can do or that women are pretty troublesome when placed in a particular work position.

“Even though it does not have much personal impact, too many recruitments prioritize men. Even though in terms of ability, they have the same. In the end, many women struggle to get jobs and meet their daily needs” (PMI, 2023).

Informal women workers experience multiple difficulties. They still have to consider households and how to meet their financial needs. This workload inequality shows that

women have great potential to play a role in advancing the family or even society. Therefore, the stigmatization of women must be removed regarding the aim of increasing women’s empowerment.

“The bad stigmatization of women must be removed. I am the proof that women have the same power as men. With the large workload that I do, I have been able to meet my own needs. I am used to working late into the night, lifting tons of stuff, and being able to act logically and separate my feelings when I am working” (MM, 2023).

Gender-based development can provide better opportunities for women to explore their more significant potential. There needs to be balanced regulatory and law enforcement support so that gender-based development can run optimally. Informal women workers, in particular, must also give confidence and self-determination that, no matter how small their contribution, can significantly impact community development.

“One cannot expect too much from the government’s gender-based development. However, I feel the need for technical setup is bigger. Because it is useless if regulations are formed in such a good way, but the people themselves do not know. They are unaware that what they have been going through so far could violate women’s basic rights. Therefore I will contribute by starting myself. It starts with showing courage. Courage to stand up for opinions I believe may be different from men” (SS, 2023).

The conception of gender-based development will continue to evolve. However, the involvement of women in it should be noticed. Particularly for informal workers, gender-based development can be a minimal

justice solution within the household and informal work spheres. The synergy between the community, government, companies, academia, media and religious institutions will significantly influence the creation of universal, integrative, and sustainable gender-based development.

### *Discourse on Women Informal Workers*

Gender equality cannot be separated from discussions on women's discourse. Public policy is one way to improve gender equality. In the D.I. Yogyakarta there is a policy regarding informal workers and gender mainstreaming as an effort to realize the goals of sustainable development as stipulated in the Regulation of the Governor of the D.I. Yogyakarta No. 86/2019 concerning Amendments to the Regulations of the D.I. Yogyakarta. Regulation of the Governor of the D.I. Yogyakarta No. 34/2018 concerning Action Plans for the 2018-2022 Development Goals, this regulation contains how workers must obtain decent jobs and economic growth, and create gender equality. Based on interviews with several sources with various backgrounds, it appears that women have not fully understood the women's discourse developed by many policymakers. Even though many policy innovations are carried out every year, the meaning of gender equality and gender-based development has not been understood by the development goals themselves. In this case, it is necessary to pay attention to the legitimacy of the community towards the policy agenda because it cannot be denied that there are still aspects of conflict of interest and social power relations which can later become ticking time bombs in gender-based development efforts. In addition, gender-based development also needs to be adapted to the times that demand adjustments to the system and the dynamics of the social actors involved in the system. The prevailing social system will then influence the prevailing social structuring.

Meanwhile, based on the theory of structures put forward by Anthony Giddens, social structuring needs to combine structure with the agents involved in the structure. In this case, the prevailing social structure in society depends on the dynamics of the social agents involved (Giddens, 1984). This theory can be related to analyzing the discourse on gender equality in social structures which affect women's position in social life. Structure is closely related to individuals and influences from within the social agents involved, more precisely on social activities or actions carried out by these individuals. This is in line with the relational lens which highlights the application of gender equality at the national macro scale to the micro individual. The prevailing culture and norms have placed women in a vulnerable position due to their limited involvement. The existence of a culture which perpetuates the practice of gender inequality in society, of course, limits women in improving their skills. This has been happening for generations. Until now, the stigma restraining women still exists with the admission of several informants who are often faced with the choice between being a career woman or a housewife.

Policy narratives used in gender-based development must also be simplified and communicated in-depth to the public. It is expected that this will encourage women's awareness of the importance of their role in development. This effort can be started by implementing a women's empowerment program at the village level or the smallest community group. The women's empowerment program is expected to increase women's skills so that the system created to support gender equality implemented in government and companies can be utilized by women who also have work skills. In this case, women's empowerment can reduce the gap in knowledge between women and men, which is formed from the society's culture that existed for a long time. Most interviewees also did not participate in

the government's empowerment program, which should have been implemented at the regional level. Skills improvement is urgently needed by informal workers, mainly traders and MSMEs, to compete with the market. This gap in skills between women and men also drives the smaller opportunities and portion of involvement given to women in economic, political, and managerial development.

Although several laws and regulations in Indonesia and regulations implemented in several companies have paid attention to gender-equal recruitment, the implementation of women's roles in organizations aiming to empower women could be more optimal. In this case, the existence of *PKK*, *Dasawisma*, and the *Badan Permusyawaratan Desa*, which provide space for women to be involved in economic, political, and managerial management work, has yet to be fully utilized properly. Even though these organizations still exist and provide lots of space to improve skills, it turns out that not all people, especially women, feel involved in their activities.

The gender mainstreaming approach to achieving gender equality by placing a gender perspective as the core of all gender-based development policy formulation activities needs to be improved. The policy process must be reviewed, which consists of research, advocacy, dialogue, legislation, resource allocation, planning, implementation, and monitoring. This is done to instill the values of gender equality down to the grassroots level so that gender-based development policies can last and provide long-term effects for development. If gender mainstreaming has been appropriately implemented, women as marginalized parties should have received the same rights and opportunities as men. These rights and opportunities can only bring benefits if women themselves are profoundly understood as the main subject of gender-based development. In this case, efforts are needed to touch the understanding and awareness of women to fight for their own rights and support gender-based development

efforts launched by policymakers. Policy socialization is one of the fundamental efforts which must be carried out evenly throughout society. However, the facts on the ground show that many women still have never participated in socialization on gender-based development. Socialization can be done through activities in formal and informal organizations which are widely available in the surrounding environment, such as *PKK* and *Dasawisma*. For this reason, a review of the implementation of gender-based development can be carried out starting from formal and informal organizations in the community.

Work assistance for informal workers such as MSMEs, content creators, freelancers, and others has yet to be widely implemented. In this case, access to increased knowledge about reproductive health, empowerment, and access to the labour market could be better. The government then uses these three aspects to assess the success of gender-based policies in supporting increased development. Not only problems in policy socialization but problems in access to work need to be improved, especially for informal workers with all the following risks. Meanwhile, in the aspect of reproductive health which can be achieved through health insurance, it has yet to be fully implemented optimally. Several respondents said they did not have health insurance and had never received any assistance from the government. It cannot be denied that it is natural for women to experience menstruation every month, conceive and give birth, and breastfeed. This fact should not be a barrier for women to get equal opportunities in the world of work. Because of that, health insurance for women workers also needs to pay attention to aspects which have become the nature of these women. Every informal worker also needs the same right to get health insurance. For this reason, informal workers who do not directly receive health insurance from the companies which lay-off their workers need to increase awareness and knowledge

of the availability of health insurance and empowerment programs from policymakers.

In this case, if gender mainstreaming in the implementation of gender-based development policies in D.I.Yogyakarta is reviewed using a relational lens of macro-national scale (discussing issues related to social context, culture and norms), meso-organizational (structure and routines) organizations which affect gender equality in the workplace), and micro-individuals (considering individual issues, intersectionality, and employee agency), as described above, there is still much homework for policymakers which need attention. All three are interrelated and influential in maintaining the development of the discourse on women informal workers. When viewed broadly, this gender-based development policy has been implemented in a top-down manner, with regulations supporting women's involvement in government and companies. However, the existing problems are inequalities and discrimination which have become society's culture. This creates an imbalance of knowledge and skills between men and women. In this case, various gender-based development policies need to be implemented in more depth to touch the legitimacy of society or women themselves as subjects of development. Improving the skills and quality of existing organizations in the community can also be one of the things policymakers can strive for.

#### *Gender-Based Development of Informal Workers*

Gender-based development is an interesting subject to discuss. Placing gender in the development process is a goal. This gender development gives the value that development must be inclusive and able to advance the interests of various parties, not just certain groups. Gender-based administration plays a vital role in a country. The higher the level of maintenance, the better.

In Indonesia, gender discrimination is still the most crucial challenge in gender-based development. Women do not have the power to make decisions and are only the implementers of decisions made by men. Therefore, because there is only men's involvement in decision-making, decisions are only made by groups of men, so decisions only favour certain circles. However, the government is committed to improving this by developing policies, especially in gender mainstreaming, by prioritizing data-based policies, one of which is through a community census. Measurement of gender development is carried out using the Gender Development Index (IPG). By using the Gender Development Index (IPG), better understanding of how gender inequality in this dimension can be gained which affects overall human development in Indonesia.

The gender mainstreaming program is also carried out at the district/city level by the respective Regional Apparatus Organizations (OPD). Each area has the right to implement equality mainstreaming practices and generate innovations to help achieve practical goals. One of the programs which can be implemented is through training or outreach regarding gender-based development. The training and socialization which are carried out also need to consider several aspects and conditions of the target community, that is women. Understanding of the conditions experienced by women needs to be strengthened and made the primary material in evaluating government policies. The interviews show that in the policy socialization stage, several groups still need to be reached, specifically the group of informal workers who have many consequences and risks in carrying out their work. Training and outreach to groups of informal workers can be improved through activities and discussion forums in formal and informal organizations in the community. This will encourage women's ability to make decisions and place themselves in the development

portion. The development portion is obtained by participating in economic, political, and managerial community organizations. However, the interview results obtained information on the organizational sector of economic development in only 2 out of 14 informants. None of the informants participated in political activities, while 2 out of 14 took part in managerial organizations. These facts show that the involvement of women informal workers in organizations and economic, political, and managerial development still needs to be improved. Only a few of the informants followed these organizations.

However, from the interviews conducted, many still do not know what the discourse on gender-based development and the gender development index (IPG) is. Matters regarding gender-based development itself are widely discussed on social media. However, the implementation of the research sample, namely women informal workers, has yet to be carried out in the form of outreach or training. Even though this gender-based development has strong support, the sample desires to contribute to voicing gender-based development.

### *The Domain and Workload of Informal Workers*

The issue of the informal worker sector has various opinions and is an issue which is quite hotly discussed in developing countries. Informal workers are workers who work in the informal sector. The informal sector workers play an essential role in developing countries. Informal work can be an essential source of income for people who need access or opportunity to work in the formal sector due to challenges in developing countries that is the lack of formal jobs. The incentive to work in the informal sector is influenced by several things, including the limitations on individuals, namely education, age, and economic situation. Indonesia, in its economy, has a

vital role in the informal sector, which acts as a wheel of the economy. The existence of the informal sector increases the opportunities for the community to participate in the workforce. It is an alternative to job opportunities which take more work to find in the formal sector.

Education in the informal sector is closely related to low education. Based on the informants, the education obtained by all informants was through formal education, some supported by informal education. The education sample obtained ranged from passing compulsory education for 12 years, but some did not even complete compulsory education, only having education for up to 9 years, specifically junior high school.

Informal work is an alternative for women who want to do productive work without leaving reproductive work (housework). By working in the informal sector, women get more flexible working hours, so that they can be adjusted according to the time they have. In this case, the existence of women as housewives also needs to be considered as work that requires an allocation of time and energy, outside of productive work. Reproductive work in question such as cooking, washing, taking care of children, and cleaning the house. These jobs are jobs which cannot be abandoned by married women. For this reason, reproductive workload also needs to be included in the calculation of the workload of informal workers, especially women informal workers.

Even though informal work is considered to have good flexibility and is suitable for women workers, some informal work is still highly dependent on company management. Such as research conducted on informal workers who are online motorcycle taxi drivers, shows that company policies are still influenced by the stigma attached to women (Yustitia, 2021). This stigma affects the condition of women's subordination from productive work, the occurrence of harassment of women, and the real double burden experienced by women workers

(Yustitia, 2021). The same thing can be found in informal workers in D.I. Yogyakarta who are analyzed from the level of wages, availability of insurance, and social security that informal workers should have.

The informal sector workers are often identified as jobs with low wages, and no health or social security. The results of the interviews conducted showed that out of 14 informants of women workers in the informal sector, only 1 informant received social security. With this, women informal workers in D.I. Yogyakarta are vulnerable and have not received social security guarantees.

Health insurance obtained in the interview sample has different results when compared to social security. The results for health insurance are that 10 out of 14 people get health insurance in the form of *BPJS Kesehatan*. It can be said that the health insurance this informant had was more health insurance in the form of insurance in the *BPJS Kesehatan* program owned by the state; 10 out of 14 informants have *BPJS Kesehatan*, so it can be concluded that in terms of health insurance, they have more than social security.

The informal sector is often compared to the formal sector in income. They are starting from low income and inconsistent monthly income. The results of the interviews show that this is an actual thing that happened. Based on this sample, the income of the informal sector is still erratic and below the average minimum wage for the province of D.I. Yogyakarta, which is set at IDR 1,981,782.39. The specified minimum wage has been well calculated regarding the feasibility of living per month. However, many of the informants working in the informal sector still have income below the minimum wage. So informal sector workers are closely related to vulnerability to poverty.

The dilemma occurs because all citizens are entitled to good welfare. However, the informal sector in Indonesia is often associated with precarious jobs and unstable

income. There is no doubt that informal sector work is risky due to the existing challenges. For example, most informal workers do not have social security, but a larger sample has health insurance. Even so, some still do not have health insurance, so they are still considered vulnerable. The income of the informants is also erratic, and many still need to catch up to the minimum wage set by the D.I. Yogyakarta Province.

## Conclusions

Discourse on gender-based development has been proclaimed both at the global and national levels. This development is one of the pillars in efforts to develop human resources. Readiness in formal legislation and institutional regulations has also been formed to accelerate gender-based development goals, that is expanding the role of women in economic, political, and managerial work.

This formal readiness needs to be supported by vigorous law enforcement. There needs to be synergy from various sectors to strengthen the implementation of gender-based development. Women must be involved not only in being placed as objective actors but also as driving actors. Greater involvement of women in policy formulation and decision-making will place the policy or decision to be able to represent women's problems. Another challenge is that women, such as women in informal work, still need help with minimum safety guarantees.

Therefore, this research focuses on gender-based development discourse and its impact on informal workers. The study was conducted on 14 female informal workers in D.I. Yogyakarta. The result is that 12 out of 14 informants must be made aware of any discourse on gender-based development. The involvement of women informal workers in the economic, political, and managerial sectors is also still small, even though this

sector is used to measure the success of gender-based development. The informants of female informal workers also did not receive the socialization of this discourse and needed more access to the practice of women's empowerment programs.

The interview also shows that stigmatization and a double burden still occur for women informal workers in D. I. Yogyakarta. They feel that the culture which has been built so far still only benefits men. Even though many women have the same competence, with this gender-based development, it is expected that there will be awareness regarding the potential role of women and more respect for the opinions of the women themselves.

The recommendations we can convey in interpreting these conditions are. First, it is necessary to socialize more massively regarding gender-based development by relevant stakeholders so that the concept of gender development can be interpreted as an ongoing goal to be realized together. Second, it is necessary to allocate policies towards improving education for women as the best way to escalate the quality of women so that women can be more involved in development issues. Third, it is necessary to carry out periodic evaluations at the stakeholder and grassroots levels to understand the conditions, problems, and challenges of women so that they can be used as a basis for formulating the most appropriate gender-based development policies and processes.

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