Process-Based Analysis In Indonesia's Millenium Development Goals (MDGs) Achievement For Gender Equality: Case Study Yogyakarta Special Province - Indonesia

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Abstract

Gender Mainstreaming in Indonesia has been carried out for ten years but the result of gender mainstreaming has not been optimal. Gender gap can be seen in various areas, namely education, health, employment and politics. However, the result of gender mainstreaming has not been optimal. The Indonesia 'slow-track' towards achieving the targets of MillenniumDevelopment Goals (MDGs) for gender equality is a sign that somethingneeds to be re-evaluate in the planning, implementing and monitoring stages events.Based on the results of achievement and the fact that the gender gap, this paper seeks to discuss the Process-Based Analysis In Indonesia's MDGs Achievement For Gender Equality that is focused on Mainstreaming Aspects, Socialization, Institutionalization, And Commitment.The purpose of this study was to find out how the process of adopting and localizing the MDGs in achieving gender equality. The analysis in this research process covered identification / observation in Yogyakarta Special Province. The process of achieving the MDGs on gender equality focus simultaneously correlated between the regional planning process, the internalization of the bureaucracy and bureaucratic commitment. Of the eight MDGs, this research focuses on education and health sectors.

Keywords: gender equality, MDGs, mainstreaming aspects, socialization, institutionalization, commitment

1. Background

Government's commitment on gender mainstreaming has been poured in the national development plan in stages at the National Medium Term Development Plan (Rencana Pembangunan JangkaPanjangMenengahNasional/RPJMN 2004-2009 and 2010-2014). In this national development planning documents, gender mainstreaming is done through three national issues. First, the improved quality of life and the role of women in development, through harmonization of legislation and its implementation at all levels of government, involving all stakeholders. Second, protection of women against acts of violence, through prevention efforts, care, and empowerment. Third, institutional capacity building of gender mainstreaming and empowerment of women. Efforts to implement gender mainstreaming is simultaneously parallel to the commitment of the Government of Indonesia since 2000 with 189 world leaders agreed on the Millennium Development Goals (MDGs). Declaration of MDGsare contained in General Assembly resolution of the union of the nations number 55 / 2

dated 18 September 2000 on the Millennium Declaration of the union of nations (a/res/55/2. United Nations Millennium Declaration), which proclaimed accomplishments no later than in 2015 contains among others:

(1) Eradicate Poverty and Hunger,

(2) Achieve universal primary education,

(3) Promote gender equality and empower women,

(4) Reduce child mortality,

(5) Improve maternal health,

(6) Combat HIV / AIDS, malaria and other diseases,

(7) Ensure Environmental Stability and

(8) Develop a global partnership for development.

Indonesia has given the international commitment to enhance the quality of its citizen life through achieving the MDGs. The country's commitment was reflected through the National Medium Term Development Plan (RPJM 2004-2009 and RPJM 2010-2014) as well as the National Long Term Development Plan (Rencana Pembangunan JangkaPanjang/RPJP) where it covers the indicators of MDGs achievement as its main target. Mainstreaming Gender in Indonesia has been carried out for ten years but the result of gender mainstreaming has not been optimal.

Gender gap can be seen in various areas, namely education, health, employment and politics. In the field of education data in 2005, the illiteracy rate of women aged 15 years and above showed a significant 11 percent higher than the male that is 5 percent (RKP, 2009).Based on the MDGs Report 2007 in Indonesia achieving number of Net Enrollment Rate (AngkaPartisipasiMurni /APM) of girls to boys in general showed a tendency to increase, especially for the APMratio of senior high school age (SekolahMenengahAtas/SMA and MadrasahAliyah/MA) and the APM ratio of women higher education aged, in the past five years (years 2002-2006).

In the field of health, maternal mortality rate (AngkaKematianIbu/AKI) caused by pregnancy and childbirth is still very high. In 2005, only about 77 percent of births attended by skilled medical and in 2006 was increase to 82 percent. Meanwhile, based on Demographic and Health Survey Indonesia / IDHS (2003), AKI reached 307 per 100,000 live births. This condition is far worse when compared with other ASEAN countries. According to the Women of Our World 2005, published by the Population Reference Bureau (2005), AKI in Vietnam reached 130, AKI in Malaysia reached 41 and Thailand reached 44, meanwhileAKI in Singapore was only 30.

Gender disparities also occur in the field of labor. In 2005, Labor Force Participation Rate (TPAK) of women (50.6 percent) was much lower than men (86.0 percent). In 2006, the gender gap in employment continued to occur despite the TPAK of women expected to experience a slight increase to 51.4 percent (RKP 2009). Indonesia MDG Report 2007 also states that the open unemployment rate (OUR) of women also showed a less encouraging portrait. TPT is relatively higher female than male TPT. in August 2001, TPT women carrying approximately 10.55 percent, rose to 13.6 percent in February 2005, and peaked in November 2005 of 14.71 percent, but then decreased to 11.83 in February 2007.

GDI Indonesia, which is calculated based on the variables of education, health and economy, although increased from 0.651 in 2005 to 0.653 in 2006, but lower when compared with HDI values in the same year. Indonesian GEM, which measures women's participation in the economic, political and decision-making has also increased from 0.613 in 2005 to 0.618 in 2006. Meanwhile, efforts to improve the quality of life and the role of women that are performed until the year 2007 has shown better results.

In education, literacy rates of women aged 15 years and over increased from 88.4 percent in 2006 to 89.2 percent in 2007, and in the economic, labor force participation rate (TPAK) of women experienced a slight decline from 50, 7 percent in 2005 to 48.6 percent in 2006 and again increased to 49.5 percent in 2007. While the percentage of women participation in politics, that is women who are members of the House of Representatives did not show improvement, which is fixed at 11.27 percent rate in 2006 and 2007, while child protection efforts are also showing encouraging results, with a reduced number of working children aged 10-14 years from 5.52 percent in 2005 to 4.65 percent in 2006, and 3.78 percent in 2007 (Government Annual Plan/RencanaKerjaPemerintah /RKP 2009).

2. Problem Formulation

Gender Mainstreaming in Indonesia and the government's commitment to the MDGs has been held for ten years with attainment of macroeconomic indicators such as indicators of IPG, the progress of gender development is also shown by indicators of gender empowerment measurement (GEM) or gender empowerment index (IDG), which is measured through the participation of women in the economic field, politics,

and decision making. IDG Indonesia showed an increase from 0.597 in 2004 to 0.621 in 2007 (KNPP-BPS, 2008).

In the field of economy, improvement of access to employment for women is indicated by a decrease in female unemployment rate from 13.7 percent in 2006, to 8.8 percent in 2009 (Sakernas, 2006-2009). In public office, there is a slight increase women's participation during the last three years, mainly from participation in decision-making. In 2006, the percentage of women who occupy positions echelon I to IV, respectively by 9.6 percent, 6.6 percent, 13.7 percent and 22.4 percent. In 2008, the percentage is for Echelon II to Echelon IV, each of which rose to 7.1 percent, 14.5 percent and 23.5 percent. In the political field, women's participation in legislative bodies increased from 11.3 percent in 2004 to 17.9 percent in 2009. Similarly, DPD women increased from 19.8 percent in 2004 to 27.3 percent in 2009 (RPJMN 2010-2014).

Meanwhile, the progress made in the field of law and legislation that support increased gender equality and empowerment of women, among others, is the enactment of Law No. 13 of 2006 on Protection of Witnesses and Victims; of Act No. 21 of 2007 on Eradication Crime of Trafficking in Persons (PTPPO) Act No. 2 of 2008 on Political Parties; of Law Number 10 Year 2008 on Election of Members of House of Representatives, Regional Representatives Council, and the Regional Representatives Council; of Law Number 44 Year 2008 About Pornography; Government Regulation Number 38 Year 2007 About the Division of Government Affairs between the Government, Provincial Governments and Local Government District; Government Regulation Number 41 Year 2007 on the Organization of the Region, and the Minister of Home Affairs Regulation No. 15 Year 2008 on General Guidelines Implementation of Gender Mainstreaming in the Region. Enactment of these laws as well as a strong foundation for government, businesses, and communities to improve the protection of women from various acts of violence through prevention, care, and empowerment (RPJMN 2010-2014).

However, the result of gender mainstreaming has not been optimal. The Indonesia 'slow-track' towards achieving the targets of MDG for gender equality is a sign that something is not running well and the program needs to be reevaluate in the planning, implementing and monitoring stages events.

Based on the results of achievement and the fact that the gender gap, this paper seeks to discuss the Process-Based Analysis In Indonesia's MDG Achievement For Gender Equality that is focused on Mainstreaming Aspects, Socialization, Institutionalization, And Commitment.

3. Research Objectives

The purpose of this study was to find out how the process of adopting and localizing the MDGs in achieving gender equality. The analysis in this research process covered identification / observation in Special Region Yogyakarta. The process of achieving the MDGs on gender equality focus simultaneously correlated between the regional planning process, the internalization of the bureaucracy and bureaucratic commitment. Of the eight MDGs, this research focuses on education and health sectors.

4. Theory Framework
4.1. Gender Equality

Gender equality has become the main issue for the women in the world nowadays. It is very important since gender equality become the heart of economic and social progress and is widely accepted as essential to sound development practice. Gender equality could be defined as refers to equal rights, responsibilities and opportunities for women and men, girls and boys (AUSAID).

Further, equality does not mean that women and men will be the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. It shall be understand that gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity among different groups of women and men (Gender Equality In Australia's Aid Program – Why And How March 2007).

The term equality between women and men is a human right, and a precondition for, and an indicator of, sustainable people-centered development.It is also a critical component of efforts to eradicate poverty, enhance economic growth and democratic governance, and achieve sustainable development. Discrimination could imposes large costs on a developing country's capacity to increase economic growth and raise living standards by excluding women or men from access to resources, public services

or productive activities.Further, investments in gender equality, particularly in health and education, yield some of the highest returns of all development investments. These investments generate reduced rates of maternal mortality, better educated and healthier children, higher household incomes and stronger economic growth (Gender Equality In Australia's Aid Program – Why And How March 2007).

In Gender Equality In Australia's Aid Program – Why And How March 2007 it states there are 4 strategies such as:

1. Access: Access to economic resources and assets such as land, other property, information, income, and financial services is particularly important, along with skills, leadership and training. It is essential to analyze the constraints that prevent women and girls from accessing resources and benefiting from aid programs.

2. Decision making: For women to be able to participate equally in decision making, changes in gender relations are essential: in the household, community, and in social, economic and political institutions at local and national levels. Programs to enhance women's capacity are critical to support women's participation in decision making. Efforts to change the attitudes and behavior of men – husbands, fathers, brothers, and male leaders – are essential to secure women's and girls' participation in development.

3. Women's rights: CEDAW outlines the areas where action is needed to secure women's and girls' rights. Discrimination must be eliminated where it exists in customary law, formal legislation, and in social, economic and political institutions to enable women and girls to realize their rights, access resources, make decisions, and live without fear of violence and coercion. Efforts that promote awareness by women and men of the human rights of all people are essential to support these changes.

4. Gender capacity building: Strengthening institutional capacity among all development stakeholders underpins efforts in each of the above areas. Donor and partner government agencies, civil society, and regional organizations all need to increase their capacity for integrated gender and poverty analysis. Supporting women's organizations to articulate their priorities, advocate for gender equality, and carry out their own agendas can lead to strategic and sustainable changes in gender relations.

Overview of gender equality can not be separated from the concept of empowerment which is essentially an effort to increase access to and to control groups of marginal principle of economic resources, political, decision making, and culture. While the main door that is considered to be strategic is to empower women through economic factors. Women as a marginalized group therefore need to get better access to real empowerment.According to Heizer, the idea of empowerment of women can not be separated from the concept that once the idea by UNIFEM (The United Nations Development Funds for Women) on the development agenda for the 21st century woman who said that women empowerment should be pursued in the context of participation in economic and political. Economic Empowerment includes access to control and over dumber economic resources, assets, opportunities and benefits of sustainable economic activities and in the long term. Political empowerment encourages women to have power and control her own life both inside and outside the home, and have the power to influence the direction of social change so as to create equality and sustainability of public life at national and international level.

In general, women's empowerment cannot be separated from the macro concept of development. Korten and Carner (1993) in Hikmat (2004:91) states the concept of people-centered development looking at people's initiative as the ultimate resource to development and looked at the material and spiritual welfare as a Purpose to be achieved. Next Korten and Carner suggested three important themes that are considered to determine the planning of people-centered development, namely:

1. The emphasis on support and self-help development efforts to address the needs of the poor themselves.
2. The realization that despite the modern sector is the main source of economic growth are conventional, but the traditional sector becomes the main source for the lives of some poor households
3. Needs a new institutional capabilities in an effort to build the capacities of helping recipient poor management for a productive and self-reliance based on local resources.

Attempts to carry out People Centered Development through empowerment. In Indonesia, the issue of empowerment appeared along with the failure of national development paradigm that is top down which did not uphold the aspirations and potential to perform activities of self-help community. Community empowerment in principle is an attempt to alter the existence of society become more independent,

productive and prosperous. The process of community empowerment aimed at: 1). In order for communities to identify and analyze the problem itself, 2). Facilitate for the community are able to formulate some alternative solution to the problem, 3). Encourage communities to be able to explore its potential while developing it.

As a strategy of development, empowerment is defined as an activity to assist clients to gain the power to take decisions and determine actions to be performed, associated with them, including reducing the personal and social barriers in taking action through increased capability and confidence to use the power held by transferring power from the environment (Payne, 1997, p. 266). Meanwhile, IFE (1995, h.182) provides empowerment as an effort to limit the provision to persons over the source, opportunity, knowledge, and skills to enhance their ability to determine their future and to participate in and influence the lives of their communities.

Related to that, Sutrisno (2000, h.185) explains, in the perspective of empowerment, communities are empowered to manage their own development funds either from government or from other parties, as well as they should actively participate in the electoral process, planning, and implementation of development . The difference with participatory development is limited involvement of community groups in the selection, planning, and implementation of the program, while still being controlled by government funds.

This opinion is in accordance with the core idea of development / community empowerment, which reads: "Accept the community as They Are" and " *Begin the community development work, where the community is* "(Burton E. Swanson 1988:25). Accept treat people as they are without compare with other people, and start community development activities in which the community is located. Development means the plan must comply with the problems to be solved, and in what priority needs are in line with local circumstances. Community empowerment aims to enhance the potential of society to be able to improve the quality of better life for all people in society through self-help activities

Empowering communities aimed at "educating the public to be able to educate themselves" or "helping people to be able to help themselves." The objective that will be achieved through the efforts of community empowerment, is an independent society, self-supporting, able to adopt the innovation, and has a cosmopolitan mindset.Community development, is a "process" in which businesses or potential community-owned integrated with government-owned resources, to improve the

economic, social, and cultural, and integrate the community in the context of national life, and empower them to able to contribute fully to achieve progress on a national level.The concept of community development, is a process of "social action" in which people organize themselves in a plan that will be done; formulate a problem and needs both in character to the interests of individuals and the nature for the common good; make these plans based on the belief that high against the sources of community-owned, and where necessary to complement the technical and material assistance from government and nongovernment agencies outside the community.

The formulation above emphasizes that community development is an organized effort that aims to improve the living conditions of society, and empowering people to be able to come together and self-directed. Community development work mainly through the increase of non-governmental organizations and the joint efforts of the individuals in the community, but usually with technical assistance from both government and voluntary organizations.Developing women's empowerment in the context of community empowerment will increase the effectiveness and efficiency use of development resource that is increasingly rare. This approach will improve the relevance of the development program (government) to local communities and improve the sustainability, by encouraging a sense of belonging and community responsibility.

Given the empowerment of women is a relatively new approach, needed changes in behavior and attitudes of all parties involved. To initiate this change should be done on a small scale. Having gained experience and a clear benefit of this approach, the wider dissemination can begin. This can be done within the same organization, and also on the organization as well as other sectors.Women's empowerment approach aims to increase the independence of the community in developing their livelihood. By default, this approach aims to:

1. Increase the capacity of women in identifying and initiating activities to solve the problems they face with using the resources (capital expertise, knowledge, finance) their own sustainable manner;

2. Increased sense of ownership and responsibility of women to the sustainability of activities and programs of their own development;

3. Increasing women's capacity in assessing the resources that can support their activities;

The approach to women's empowerment will increase the ability of communities to identify problems and needs, seek solutions and to design appropriate activities to address these problems and needs. This approach will strengthen the relationship between members of the society itself and other communities and supporting institutions.

4.2. Public Policy Process

A simple definition proposed by Peters (1996:4), that public policy is the sum of the activities of governments, whether acting directly or through agents, as it has an influence on the lives of citizens. Then, according to how big the influence to the society, there are three stage of policy, they are: policy choices, when the decisions are made by the politician, public official or parties that have the authority to make public policy; policy outputs, when the decision is committed by the government with real action, the making of the law, expense allocation, the formation of team work; policy impacts, that is the real impact of policy selection that has been brought out to the target community of to the society as a whole.

Another definition according to Friedrich (1967), is that public policy is "a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose". It is then obvious that public policy is not supposed to only concern with individual interest or narrow interest of a group, but it should concerns with common objectives, public interests and the whole citizen in general.

From several concepts of public policy stated before can be concluded that it always has understanding that public policy is understood as a process or series of government's action (whether it is to perform or not to perform something) which located to the whole society that has certain goals, and that series of action is meant to settle down a matter and performed to complete the need/interest of public, for example to achieve justice, efficiency, security and freedom.

4.2. Policy Process Analysis

The discussion about gender equality as a policy should be viewed in a pubic policy domain. Public policy will always be about public policy as mechanism that comes from the process of politic system.Public policy appears from a process of inputs

conversion that is the demand or support from the surrounding that started from issues or problems growing in the society. The output from the inputs conversion is on the priority scale and furthermore chosen based on the urgency to become a public policy that has to be solved by the government into output that one of it is policy which implementation's aim is to solve previous issues to achieve the goal and target that has been set before.

One of the approaches to understand how the policy is made is by identifying public issues and problems that the society has to face. Thus, policy usually seen as something that has certain stages or steps, like determining issue, target identification, alternative solution finding and certain decision selection. This approach is often ignoring special political aspects, policy complexity process and the fact that the appearance of a policy can be different from each other. As stated by Lindblom (1968:4), *"sometimes policies spring from new opportunities, not from problems"*.

Based on the target in the purpose attainment in public policy as stated before, it has to be knows the way to achieve the target in purpose attainment where we see the public policy as continuously process. According to Jones (1984), the policy process includes; (1) perception / definition, (2) aggregation, (3) organization, (4) representation, (5) agenda setting, (6) Formulation, (7) legitimating, (8), budgeting, and (9) implementation.

Furthermore, Ripley (1987) also express its public policy stages as follows: (1) agenda setting (2) Formulation and legitimating of goals and programs (3) program implementation performance and impact, (4) decision about future of policy programs.

The recommended policy to be selected by the policy makers do not guarantee that the policy will succeed in the implementation. There are many variables that influence the successful of the policy implementation both individually and institutionally. Implementation of a program includes the efforts by the policy makers to influence the behavior of the bureaucrat implementer to be willing to give the service and manage the behavior of target group.

Grindle (1980 :11) says that the activities of implementation is strongly influenced by a number of factors (a) the content of policy (b) the context of policy implementation. Factors of policy content (content of policy) covers; (1) affected interests 2) type of benefit, (3) the desired extent changes, (4) location of decision making, (5) implementer programs and (6) affiliated resources. Whereas in the context of

implementation the factors that influence are: (1) power, interests and strategies of the actors involved, (2) character-institutional characteristics in the regime, and (3) compliance and responsiveness.
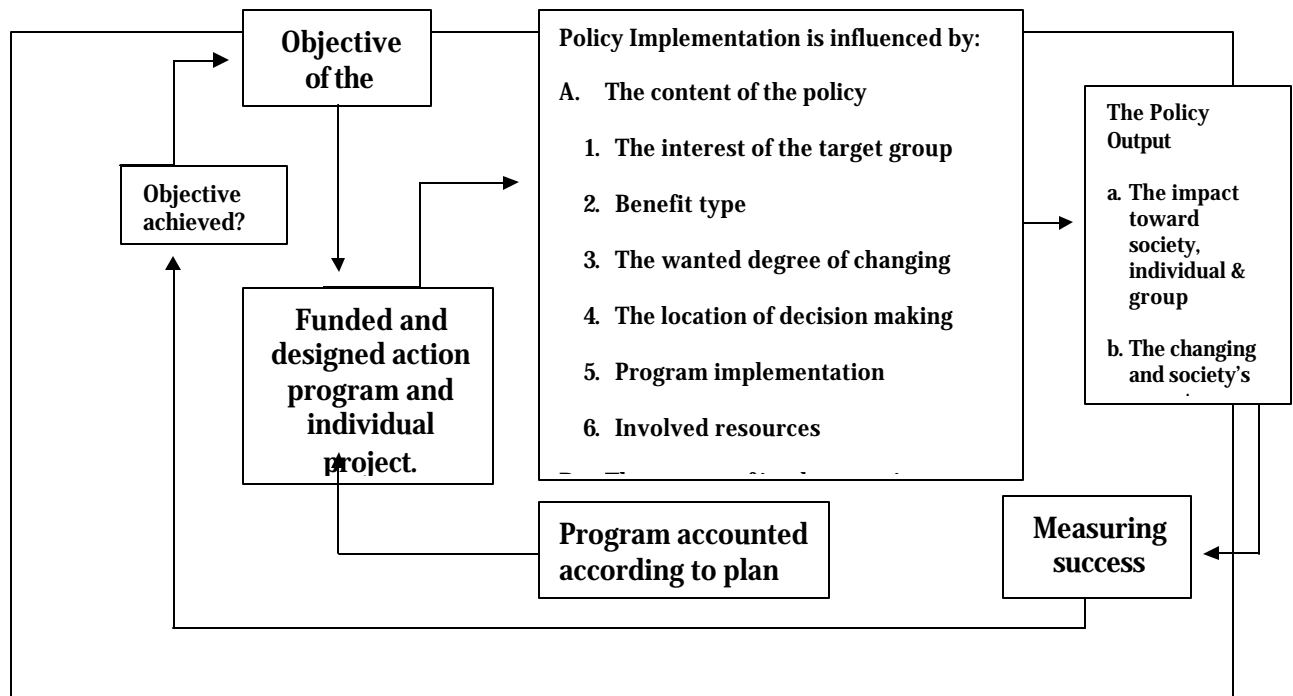
Source: Grindle, Merilee S, 1980: 11.

Pierson states that major public policies also constitute important rules of the game, influencing the allocation of economic and political resources, modifying the costs and benefits associated with alternative political strategies, and consequently altering ensuing political development (Kay, 2006).Finally, policy development is a continual process of how policy actors perceive the policy outputs. Policies are seldom settled or determined once for all and policies that are "terminated" are often succeeded or replaced by subsequent policies. Most policy making in contemporary governance constitutes policy succession or policy maintenance and the majority of policy making in modern societies is the replacement of existing policies by new attempts at 'solving' the same problems (Hogwood& Peters).Public policy basically is an effort based on rational thinking to achieve an ideal goal, for example to achieve justice, efficiency, security, freedom, and many goals from the community itself (Stone, 1997:37).

5. Research Methods

This research is based on qualitative research paradigm. The qualitative method was using in this research due to the aim of the research. In this research, the researcher has explored the primary data and secondary data. The data was gathered through observations and small group discussion. The secondary data was obtained through library research. This research focuses on policy studies, including the MDGs policy cycle that includes: a. setting agenda, b. Formulating policy, c. Decision-making, and policy evaluation.

Observations focused on the process of how the MDGs are measured in the local context. This process focuses on measuring inequality and marginalization of gender equality, measures the integrated planning framework. MDGs at the national level can not be achieved if they do not understand the purpose of achieving the MDGs and strategies involve actions at regional level involving relevant stakeholders.

The process of measuring the MDGs in the local context was done by:

1. Measure or observe the MDG report and the MDGs plan and also strategies and commitments related to the MDGs at the national level.
2. Measure or observe the MDG report and the MDGs plan and also strategies and commitments related to the MDGs at the local level.
3. Measuring the MDGs at the regional level and MDG-related development plans.
4. Measuring community development needs and interests of stakeholders

Location of the research conducted in the Yogyakarta Special Province (DIY) on the basis that DIY is considered as an area that has good performance in implementing the delivery of local government and regional autonomy.

6. Description Of Gender Equality In Yogyakarta Special Province

Yogyakarta Special Province (Daerah Istimewa Yogyakarta/DIY) is one of the 33 provinces in Indonesia which is located in Central Java, in the south of Yogyakarta is bounded by Indian Ocean, while the eastern sea, southeast, west, and northwest bounded by the Province of Central Java., with boundary as follows:

- To the Northeast is bounded by the Klaten District
- To the southeast is bounded by Wonogiri District
- To the West is bounded by the Purworejo District

- Next to the Northwest is bounded by the Magelang District

DIY is considered as one area that has a good achievement of MDG's. Among them in 2004, and 2005, DIY's Human Development Index (HDI) ranks third after North Sulawesi and Jakarta, with performance index 72.9 and 73.57. In the field of health, health status in the province of DIY is the best when compared with other provinces in Indonesia, which is shown by the achievement of health indicators are as follows: In 2006, infant mortality rate 39 per thousand live births, under five mortality rate 22 per thousand, maternal mortality bear 104 percent thousand live births and life expectancy an average of 74.6 years. These indicators show a better condition when compared with national rates (infant mortality rate 40 per thousand live births, under five mortality rate 58 per thousand, maternal mortality rate of 150 percent thousand live births and life expectancy on average 63.9 years).

In the field of education, the education level of the population as a result of distribution of educational policy, especially policy Basic Education Compulsory of 9 years has shown a high rate and has been successfully completed in 1996, both through formal and non-formaleducation. In 2006, education development indicators include: gross enrollment ratio/GER (AngkaPartisipasiKasar/APK) SD / MI: 109.24%, Net enrollment ratio/NER (AngkaPartisipasiMurni/APM): 93.69%, and School Participation Rate/SPR (AngkaPartisipasiSekola h/APS): 103.50% while for the SMP / MTs, APK 100.92%, APM: 76.79%, and the APS: 99.66%. As for SMA / MA / SMK, GER 76.73%, APM: 55.89%, and the APS: 76.60%, everything has exceeded the Minimum Service Standards. Similarly, the literacy rate has reached 86.72%.

In the aspect of women's empowerment based on a review Regional Medium Term Development Planning (Rencana Pembangunan JangkaMenengah Daerah/RPJMD DIY 2009-2013), efforts to empower women in various fields of development have been implemented by raising awareness, understanding, knowledge and skills, so as to act proportionately equal with men in development. Achievement of gender equality in development is measured by the Gender Development Index (GDI) or Gender Development Index (GDI), which includes aspects of education, health, and economics. In 1999 GDI DIY reached 66.40%, in 2002 fell to 65.20%, and increased again in 2005 reached 70.2% nationally ranked first.

These results indicate that the government of the province has committed to the Gender Mainstreaming (Pengarusutamaan Gender/PUG) in development by involving the various elements in society. However, this achievement still needs to be improved. In the field of education the literacy rate of women increased from year to year but the increase can not exceed the literacy rate of men.

In the health sector an increase happens in Life Expectancy Age (AngkaHarapanHidup/AHH). Viewed from the aspect of health that is specifically related directly to women, namely: Infant Mortality Rate/IMR(AngkaKematianBayi/AKB), Maternal Mortality Childbirth/MMC (AngkaKematianIbuMelahirkan/AKI), Total Visits Pregnant Women The Fourth Times (JumlahKunjunganIbuHamilKeempat Kali (K4),danKali (K4), and the number of births Attended by Paramedics/JumlahKelahiranDibantuTenagaMediswere good enough but still needs to be improved. Efforts to increase the number of active family planning participants should be increased because there are gaps in participation rates between women and men is very high. In the economic field there is still discrimination of women workers' rights, human trafficking of women and children, and many under age (children) workers. In the political field of women's involvement in the policymaking process remains low. This can be seen from the small percentage of women involved in the process of policy making in the executive (technical policy) and in the legislature (political policy), ranging from village to provincial levels. In addition to improving and expanding access of women in politics who has not been covered in HDI indicators.

Efforts to protect women, children, and adolescents from various acts of violence by involving the full participation of the community have also been conducted in order to ensure their rights are decent and good. However, the rate of violence against women, children and adolescents is still quite high in both the domestic and public sphere. The number of neglected children in 2005 were 14,947, in 2006 were 9448, the year 2007 were 33,565. While the number of abandoned infants in 2005 were 1595, 2006, 1061, and in 2008 were 5710.

7. DISCUSSION

7.1. Mainstreaming

7.1.1. The importance of MDGs target

MDGs target as already mentioned above is the international commitments whose implementation requires the right tools and concepts to be implemented at the local level. MDG's target policy leap from national level to level the area so far has many variations in implementation. This can be seen from several things including:

1. Mainstreaming MDGs in the area
2. Performance achievement of MDGs in the area
3. Support regional policies in support of MDGs

Therefore, by various factors such influence can be traced to how the local real treat MDG's within the framework of regional development.Mainstreaming MDGs area in the DIY is done in the form of the MDGs as indicators in addition to supporting regional development indicators that have been defined in RPJPD, RPJMD and throughout the Strategic Plan SKPD in DIY.

In the political mainstreaming of the MDGs can be said that the development plan is the elaboration of development agendas offered by the President / Head of the Region during the campaign into the medium term development plan, so that with this political approach, the MDGs will be seen as good (good will) of the Government to apply the framework of the MDGs into the Regional Planning Documents, although it is indirectly. In the mainstreaming of the MDGs is also at the level of government institutions, seen as the focus (focus) and direction (directing), which both strategy and policy program that will be always associated with development planning using the method and framework of scientific thinking by the institution or work unit.

Mainstreaming the MDGs is also seen as a frame of reference or a motivator for the government agencies to carry out the mandate of the MDGs, both national and local levels. MDGs mainstreaming can also be seen as support for programs of regional development planning this can be seen from the participatory approach in development planning by involving all interested parties (stakeholders) on development. Involving them is to get the aspirations and create a sense of belonging with the approach of a merger between the bottom-up and top-down planning process results emphasize that top-down and bottom-up are harmonized through discussions held both at the Provincial, District, District ,and the Village.

As stipulated by the Law No.25 of 2004 concerning National Development Planning System (SPPN). Local Government should develop the Regional Long-Term Development Plan (RPJPD) and the Medium Term Development Plan Area (RPJMD) with guidance and / or refer to the National Development Plan RPJP and compiled the

Central Government. Regional RPJP have standing as a basic management framework of regional development which is a translation of the will of the people, while its function is as a guide in governance, development, and community service performed by the apparatus of government, private sector, universities and all community members towards the implementation of regional autonomyreal, dynamic, harmonious, and responsible.

RPJPD was further followed up by the Medium Term Development Plan Area (RPJMD). RPJMD is a regional planning document for the 5 (five) years, stipulated for the purpose of providing policy direction of local finance, local development strategies, public policy, regional development programs and strategic goals to be achieved for 5 (five) years.

The linkage between the MDGs with local development planning appears in the integration of the MDGs target in various local planning documents. Mandates to the Regional to prepare Medium Term Development Plan Area (RPJMD). RPJMD document is a translation of the vision, mission, and regional leader programs are guided by Long-Term Regional Development Plan (RPJPD) and observe the National RPJM. Regional development planning is a unity in national development planning system, which made by the local government together with the stakeholders on the role and authority, Based on the condition and potential of each region, based on dynamic development.

So far, the position of the MDGs, more seen as a document that became the background of development both at central and regional. This was disclosed by the bureaucracy at the level of decision-making at local level, such as the Leader of Bappeda and Official leader. The field research found that the mainstreaming of the MDGs is still in concept to background the development planning that will be done in the regional. This is consistent with the statement of Economics Department executive at the Bappeda DIY that is almost similar to DIY Medical Officer Chief, and Chief of Administration and Regional Government Development of DIY, that the mainstreaming of MDGs in the Region is conducted by adopting the MDGs at the planning document-Term Development Plan Region Length (RPJPD) and Medium Term Development Plan Area (RPJMD).

7.1.2. The process of understanding and adoption of MDGs

Logical framework at the macro level adoption of MDGs in development planning is as follows: The preparation of Development Plan 2009-2013 at DIY begins with an analysis of past and present conditions, concerning the results achieved and problems and challenges faced, and then to identify the internal and external strategic environment. Formulation of vision and mission, analysis of the expected condition, strategy and direction of regional development policy and development programs carried out by referring to the results of strategic environmental analysis and five-year phase in RPJPD.

Conceptual framework of the preparation of Development Plan 2009-2013 at DIY is described as follows:

In the logical framework RPJMD DIY 2009-2013, the position of the MDGs is in the translation of vision and mission of the regional head. Here are descriptions of visions and missions in DIY's RPJMD on 2009-2013 and adoption DIY MDGs are:

Vision	Mission	Adoption of MDG Target
The catalytic Local Government based on self-reliant community-based local economic strength and professional human resources and ethical	*1. Develop the quality of human resources that are healthy, intelligent, professional, humanistic and ethical in supporting the realization of the valuable culture.* *2. Strengthen the institutional foundations and consolidate the regional economic structures that is tourism-based and supporting the local potential with the spirit of democracy toward a prosperous society.* *3. Improving the efficiency and effectiveness of governance based on Good Governance.* *4. Strengthening the local infrastructure and facilities in an effort to improve public services.*	1. Eradicate Poverty and Hunger, 2. Achieve universal primary education, 3. Promote gender equality and empower women, 4. Reduce child mortality, 5. Improve maternal health, 6. Combat HIV / AIDS, malaria and other diseases, 7. Ensure Environmental Stability and 8. Develop a global partnership for development.

Adoption of the framework is visible that DIY's RPJMD as development planning document has placed the MDGs as a reference, but not explicitly showed in RPJMD, because RPJMD only includes the Governor's vision and mission, not the MDG target. In addition to the background, the other MDGs adoption models as well also in the form that the MDGs become a supporting document, the motivation, the emphasis towards development and directing for development planning. It appears that the development plan, in setting objectives each mission, Regional Bappeda reconcile between the target RPJMD with the MDG target, also between indicators RPJMD with the target area. This can be seen in terms as follows:

It appears from the tables above, that the real target of the MDGs which contains 8 grains target, has become part of the development goals. Existing development targets are even more macro than the MDG target. That such RPJMD mission has 20 goals that needs to be achieved within the next 5 years, ie 2009-2013. In that goal, the analogy between goal and target of MDGs is that all goals from regional development mission will be used to achieve the MDGs target.

7.2. Socialization and Institutionalization

7.2.1 The MDGs target on Local Government Agency (SatuanKerjaPerangkat Daerah/SKPD)

Socialization and the institutionalization of the MDGs in SKPD level can be understood as a process of how the MDGs were inserted into the formula program that would be directed to achieve these goals. In this regard after the MDGs are adopted in the framework of macro-regional planning policies, then the next thing is how the Head of Department and Head of the department connected in activities Musrenbang and Annual Government Work Plan/ RKPD to determine development priorities related to the MDGs.

Annual Government Work Plan (RKPD) is an annual official document that has a strategic position, the bridge between the medium-term strategic planning with the planning and annual budgetary. As a regional annual planning document, produced through the stages of the governor's direction, forum SKPD, and through the Community Development Planning Council (Musyawarah Pembangunan Nasional / Musrenbang). Provincial level Musrenbang as part of stages in the preparation of local development planning documents, is a forum of coordination between

government agencies and the participation of all development actors to harmonize and align development programs and activities in the area.

Annual Government Work Plan, hereinafter called the Regional Government Work Plan (RKPD), is a regional planning document for the period of 1 (one) year prepared with a view to synergize regional programs and sectoral, regional economic framework includes the design, development priorities Regionalwork plan, and funding, whether carried out directly by the government and pursued by encouraging community participation.

In general, the introduction of the MDGs are directly not visible conducted at the Regional SKPD, because SKPD in the implementation of the Strategic Plan preparation still oriented on the indicators set by Government Regulation No. 6 Year 2008 on Guidelines for Evaluation of Regional Government, Regulation No. 8 Year 2008 on Stages, Preparation Procedures, Control and Evaluation Implementation Plan for Regional Development, Government Regulation No. 38 of 2007 on the Division of Authority Between the Central Government, Provincial and Local Government District Authority shall (basic services): 26 affairs, authority options (core competence): 8 affairs.

Based on the flow of RKPD preparation, the MDGs are adopted in the Vision, Mission and Goals of RPJMD, it is also adopted in the theme of Development and Development Priorities and Program Activities at the level of SKPD.So in fact, an indicator of regional development has to be more spacious and more, so overall MDGs target indirectly has existed in local development planning.

7.2.2. Institutionalization and internalization of the MDGs

Institutionalization and internalization of the MDGs can be seen from: The linkage between the MDG target, with the Vision and the Mission of Regional development, appear in the theme of the Annual Development Area outlined in RKPD in 2009 is: "*Improving the welfare of society through the strengthening of regional economies, addressing poverty and unemployment*". The theme of the annual development area was formulated based on the considerations:

1. The vision of Development Yogyakarta Special Region, viz.: "Realization of Regional Development as a tool towards the condition of the Special Region of Yogyakarta in 2020 as a center of Education, Culture and the Region's Leading Tourist Destination, in advanced societies, independent, physical and

spiritual prosperity supported by value of struggling values and clean government in good governance by developing Social and Cultural Resilience and sustainable resources."

2. Annual National Government Work Plan in 2009, with the theme of National Development in 2009: "Improving People's Welfare and Poverty Alleviation"

3. Eight development goals in the Millennium Development Goals, which consists of:

   a. Eliminating poverty and hunger;

   b. Providing basic education services for all;

   c. Encourage gender equality and empowerment of women;

   d. Reduce child mortality;

   e. Improve maternal health;

   f. Combat HIV / AIDS, malaria and other infectious diseases;

   g. Ensuring environmental sustainability;

   h. Building a global partnership in development.

4. Results SKPD Forum DIY Province in 2008 and the results Musrenbang DIY Province in 2008.

7.3. Commitment

7.3.1. Political Will Bureaucracy

The process of adoption of the MDGs into local planning documents require the political will in the sense of commitment to escort for so the MDGs can be accommodated in development planning. This commitment could be in form of consistency between the policy made by various public organizations and between macro and micro policies and between policy and implementation; Improving transparency and participation in the process of policy formulation and program planning; Align program planning and budgeting; Improve accountability of resource utilization and financial public Realization of measurable performance appraisal policy, planning, and implementation of appropriate with RPJMD, in order to reach the effectiveness of planning.

The process of implementation of regional planning with a commitment to the MDGs should be able to provide direction for the improvement of socio-economic development and community capacity; therefore it is necessary that there is synchronization between the planned programs and activities by public organizations

to plan community activities and stakeholders. The process of planning also needs to be followed by a commitment to monitor performance mechanism for policies, plans programs, and financing in an integrated manner to improve this further planning policies, and mechanisms of horizontal and vertical coordination plan that is more focused on the planning inter-institutional communication and dialogue with the principles of togetherness, equality, and interdependence with each other.

In addition, the planning process to adopt the MDGs is implemented by incorporating the principles of empowerment, equity, democratic, decentralized, transparent, accountable, responsive, and participatory by involving all elements of state institutions, government agencies, communities and stakeholders.

Here are some political will in the Province of DIY related to mainstreaming MDGs:

    a. implementation of technical policy government affairs related to MDGs such as health services, education services, etc.;

    b. The existence of the achievement levels of SPM for the entire department;

    c. institutional regional arrangement with the new SOTK area;

    d. regional development planning;

    e. regional financial management;

    f. Providing facilitation of community participation.

7.3.2. Budget Availability

Budgets in form of Annual Regional Revenue and Spending Budget (AnggaranPendapatandanBelanja Daerah/APBD) is a annual financial plan of Regional Government discussed and agreed upon by local governments and parliaments as well as stipulated by local regulation. In line with efforts to overcome the major challenges of national and regional development in a fair and equitable, then the integration and synchronization of policies and programs / activities that are pro poor, pro-job and pro growth, needs to be improved, with due regard to policies Millennium Development Goals (MDGs) and justice for all. Here is a temporary budget ceiling based on government affairs and Programs / Activities contained in the DIY PPAS Year 2009.

PROVISIONAL BUDGET CEILING ON GOVERNMENT AFFAIRS AND PROGRAMS / ACTIVITIES

A. PROVISIONALBUDGET CEILING UNDER GOVERNMENT AFFAIRS

CODE		Field Of Local Government Affairs	TOTAL MAXIMUM		
Affairs	**Organizat ion**		**INDICATIVE (RP)**		
1		Mandatory Affairs			
1.01		Education			
1.01	**1.01.01**	Provincial Agency Of Education, Youth And Sports	**106,975,000,000**		
1.02		Health			
1.02	**1.02.01**	Provincial Agency of Health	**33,300,000,000**		
1.02	**1.02.02**	Grhasia Hospital	**6,716,500,000**		
1.03		Public Works			
1.03	**1.03.01**	Provincial Agency of Public Works, Housing And Energy	**130,076,619,000**		
1.06		Development Planning			
1.06	**1.06.01**	Regional Development Planning Agency	**9,499,800,000**		
1.07		Communications			
1.07	**1.07.01**	Provincial Agency of Transportation, Communications And Information Technology	**66,984,374,000**		
1.08		Environment			
1.08	**1.08.01**	Provincial Agency**of** Environment	**7,397,000,000**		
1.09		Empowerment of Women And Child Protection			
1.09	**1.09.01**	Women Empowerment And Community Board	**5,155,000,000**		
1.13		Social			
1.13	**1.13.01**	Provincial Agency ofSocial Service	**21,386,155,500**		
1.14		Manpower			
1.14	**1.14.01**	Provincial Agency ofManpower And Transmigration	**28,624,500,000**		
1.15		Cooperatives And Small-Medium Business			
1.15	**1.15.01**	Provincial Agency ofIndustry, Trade, Cooperative And SMEs	**8,916,136,500**		
1.16		Capital Investment			
1.16	**1.16.01**	Provincial Agency ofCooperation And Investment	**10,853,464,325**		
1.17		Culture			
1.17	**1.17.01**	Provincial Agency ofCulture	**21,720,176,000**		
1.19		Nation Unity And Domestic Politics			
1.19	**1.19.01**	Provincial Agency ofNation Unity And Well	**4,941,500,000**		
1.19	**1.19.02**	Provincial Agency of Civil ServicePolice Unit	**1,870,600,000**		

1.20		Regional Autonomy, Public Administration, Administrative Financial District, The Region, And OfficerCoding			
1.20	1.20.01	House Of Representatives Of The Regions	-		
1.20	1.20.02	Regional Head And Deputy Head Of Regional	-		
1.20	1.20.03	Regional Secretariat	43,093,453,265		
		Bureau Of Organizational	2,947,000,000		
		Bureau General, Public Relations And Protocol	25,677,780,750		
		Bureau Of Economic And Natural Resource	1,376,343,000		
		Bureau Of Development Administration	1,207,100,000		
		Bureau Of Governance	5,204,974,000		
		Law Bureau	4,079,650,015		
		Bureau Of People And Social Welfare	2,600,605,500		
1.20	1.20.04	Parliament Secretariat	22,232,159,988		
1.20	1.20.05	Inspectorate	6,399,716,971		
1.20	1.20.06	Civil Service Management Board	6,543,054,000		
1.20	1.20.07	Board of Education And Training	4,140,626,790		
1.20	1.20.08	Revenue Service, Financial And Asset Management	653,349,551,085		
1.21		Food Security			
1.21	1.21.01	National Food Security And Extension	3,684,455,000		
1.24		Archives			
1.24	1.24.01	Agency Regional Library And Archives	7,708,317,494		
2		Selected Issues			
2.01		Agriculture			
2.01	2.01.01	Provincial Agency ofAgriculture	31,939,045,000		
2.02		Forestry			
2.02	2.02.01	Provincial Agency ofForestry And Plantation	17,710,000,000		
2.04		Tourism			
2.04	2.04.01	Provincial Agency ofTourism	5,084,500,000		
2.05		Marine And Fisheries			
2.05	2.05.01	Provincial Agency ofMarine And Fisheries	14,516,605,885		
			1,280,818,310,803		

Source :PPAS 2009 DIY

Specifically, the budget is related to gender equality can be seen from the programs conducted by the Provincial Agency of Education, Provincial Agency of Health and the Empowerment of Women and People of DIY as follows:

Provincial Agency of Education

1) Development program and sport socialization

2) Intermediate Education Program

3) Compulsory Basic Education Nine Years Program

4) Mana gement Education Services Program

5) Program to improve sports facilities and infrastructure

6) Special Education Program

7) Education Quality Improvement and Education Personnel Program

8) Non-Formal Education Program

9) Early childhood education program

10) Higher Education Program

11) Special Education Program

12) Improvement Program for Youth Participation

13) Program to increase the effort of growing entrepreneurship and life skills youth

14) development and consistency in policies on youth Program

15) drug abuse prevention program

Provincial Agency of Health

1) The health service improvement partnership program

2) Drugs and Medical Supplies Program

3) health services for the poor program

4) Facilities and infrastructure maintenance of the hospital / psychiatric hospital / lung hospital /eye hospital program.

5) Prevention and Control of Communicable Diseases Program

6) Healthy Environment Development Program

7) Program to improve maternal and child safety

8) Program to improve health care of children under five

9) Program to improve health care for elderly

10) Public Nutrition Improvement Program

11) Health Promotion Program and Community Empowerment

12) standardization of health services program

13) Public Health Efforts Program

14) Procurement, improving facilities and infrastructure of the mental hospital / hospital of lung / eye hospital program.

Women and Community Empowerment Board

1) Family planning program

2) Health Adolescent Reproductive Program

3) consistency in policies on improving the quality of children and women program

4) community participation development in family planning services (KB)/KR independent program

5) operational model development BKB-PADU program

6) center ARH information and counseling services development program

7) institutional strengthening and child gender program

8) Enhancing Quality of Life and the Protection of Women Program

9) increase participation and gender equality in development program

10) health promotion for mothers, infants and children through group activities in the community program

8. CONCLUSIONS AND RECOMMENDATIONS

The conclusions that can be drawn from this research are:

1. Various efforts to achieve progress in gender responsive development in health, education, economy, and in the fields of politics and public policy need to be in line with the planning documents at national and local levels.

2. There is the indistinct development planning with the MDGs target adoption so the gender equality achievement still need strong gender mainstreaming, internalization, institutionalization and political will in achieving the MDG targets for gender equality.

3. During this time, since Indonesia signed the MDGs in 2000, efforts to safeguard the targets of the MDGs, particularly related to gender equality is still not success in the local or regional level.

4. Implementation of the MDGs achievement can not be separated from the fact of how the MDGs are to be understood by the bureaucratic decision makers. A macro concept and large can not be directly adopted by the bureaucratic decision makers at the local without the support of how the position of the MDGs among the existing concepts of development planning in the region. In this case the positioning concept of the MDGs to be relevant to what is contained in the various regional development planning documents.

5. Lack of budgetary and institutional support to achieve gender equality.

Suggestion

1. The need for socialization in the framework of localizing the MDGs in general, both in development planning, implementation and followed by evaluation of performance of the achievement of the MDGs target in supporting the gender equality.

2. The need for common perception at the level of strategic decision makers, implementers and stakeholders to plan for the achievement of the MDGs especially those related to gender equality.

3. The need for internalization and institutionalization of the MDGs achievement in the policy implementers' level with a way to formulate programs and activities that contain well targeted gender equality.

4. The need for political will in the form of political support, budget support and institutional support to achieve the MDGs target as well as achieving gender equality.

5. The need for operationally and consistency of planning ranging from RPJPD, RPJMD, RKPD, SKPD strategic plan and budgetary aspects of RKA SKPD which should be gender responsive budgets.

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