



## Village Women's Leadership in Encouraging Gender-Responsive Budgeting Planning

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**Abstract.** Gender-responsive planning and budgeting (PPRG) is one of the main strategies for integrating a gender perspective into development, particularly in the planning and budgeting stages. By adopting PPRG, we recognize that women and men have different needs, issues, and perspectives that must be accommodated to achieve equitable access, participation, control, and benefits (APKM). This is crucial to realizing gender justice and equality in society. However, the implementation of gender mainstreaming is often difficult due to various factors that hinder its effectiveness. One of the main factors that is very influential is the customs and culture that are still very patriarchal. This patriarchal culture is deeply rooted in many regions, including Bone Bolango District, hindering women's participation in decision-making processes and budget planning. This study aims to identify and analyze the leadership roles of village women in the planning and budgeting process and evaluate their effectiveness in promoting gender-responsive budgeting planning in Bone Bolango District. The research method used in this study is a qualitative research method with female village heads and BPDs in Bone Bolango District and the head of the women's empowerment, child protection, population control, and family planning office of Bone Bolango District as key informants. The analysis found that women's involvement in leadership positions in the village has a positive impact on policies that are more inclusive and gender-equitable, especially in budget planning. Women's leadership provides a more sensitive perspective on issues experienced by women and other vulnerable groups. However, despite this, there are still significant challenges faced such as limited technical capacity, lack of understanding of gender-responsive budgeting, and a strong patriarchal culture.

**Keywords:** *Women's Leadership; Budgeting Planning; Gender Responsive; Village Government; Bone Bolango.*

## **Introduction**

Gender-responsive planning and budgeting (PPRG) is one of the main strategies for integrating gender perspectives into development, especially in the planning and budgeting stages (Sahabat et al., 2023). By adopting PPRG, we recognize that women and men have different needs, problems, and perspectives that must be accommodated to achieve equitable access, participation, control, and benefits (APKM). This is very important to realize justice and gender equality in society. However, the implementation of gender mainstreaming is often difficult to do due to various factors that hinder its effectiveness. One of the main factors that is very influential is customs and culture that are still very patriarchal (Mandasari, 2023). This patriarchal culture is deeply rooted in many regions, including in Bone Bolango Regency, thus hindering women's participation in the decision-making process and budgeting planning. The lack of representation of women in village leadership positions is also a crucial issue given their critical role in ensuring that gender perspectives are accommodated in village development policies and programs.

Previous research, such as the one conducted by JOGH, has identified various pragmatic, conceptual and political challenges in gender mainstreaming in the health sector (Martínez Guzmán, 2024). However, there is still a research gap in the context of planning and budgeting at the village level, especially regarding how women's leadership can affect the effectiveness of PPRG. In many regions, budgeting policies and programs often do not adequately reflect women's needs and perspectives, resulting in persistent gender inequality. Village women's leadership refers to the roles and positions held by women in the village government structure. Women who hold leadership roles in villages often bring a unique and inclusive perspective that includes special attention to issues such as family well-being, health, education and poverty alleviation (Basri, 2023). Village women's leadership also reflects efforts to improve gender equality and address cultural and structural barriers that hinder women's participation in decision-making at the local level (Amalia, 2023).

Gender-responsive budgeting planning (PPRG) is an approach that aims to integrate a gender perspective into the government's planning and budgeting process (Husain, 2024). PPRG recognizes that women and men have different needs, problems, and perspectives that must be accommodated to achieve equitable access, participation, control, and benefits in development. In practice, PPRG involves gender analysis to identify differences in needs and roles between women and men, the collection of gender-disaggregated data to understand the impact of policies and budgets on individual groups and the development of policies and programs that specifically address gender

inequality. In addition, PPRG also includes monitoring and evaluating policy impacts and budget allocations to ensure that gender equality goals are achieved. By implementing PPRG, governments and organizations can ensure that their budget policies are not only gender-fair but also contribute to reducing the gender gap and improving the well-being of all members of society (Kusmawaty Matara et al., 2023).

This research offers novelty with an exclusive focus on the critical role of women's leadership in driving gender-responsive budgeting planning in Bone Bolango Regency, an aspect that has rarely been explored in depth before. By exploring the dynamics of local culture that is still dominated by partially norms, this research not only broadens our understanding of the practical challenges faced by women village leaders but also offers concrete strategies to overcome these barriers. A comprehensive approach in integrating gender analysis and policy impact evaluation will provide a more complete picture of the effectiveness of PPRG at the local level, while the resulting strategic recommendations are expected to lead to real improvements in gender empowerment policies and practices in Indonesia.

The urgency of this research lies in the importance of identifying and strengthening the role of women village leaders in overcoming patriarchal cultural challenges and implementing policies that pay attention to gender perspectives in budgeting in Bone Bolango Regency. The gender gap in budgeting remains a significant challenge that hinders inclusive and sustainable development. By understanding how women leaders face and overcome these barriers, this research can provide practical and strategic insights to improve the more equitable allocation of public resources. Therefore, the purpose of this study is to identify and analyze the role of village women's leadership in the planning and budgeting process and evaluate their effectiveness in encouraging gender-responsive budgeting planning in Bone Bolango Regency.

### **Research Methods**

This study uses a qualitative approach to explore in depth the role of village women's leadership in encouraging gender-responsive planning. This approach was chosen because it allows researchers to understand the experiences, views and strategies applied by village women leaders in the social and cultural contexts they face. The informants in this study were female village heads and BPDs in Bone Bolango Regency and the Head of the Women's Empowerment, Child Protection, Population Control and Family Planning Office of Bone Bolango Regency as key informants.

Data collection was carried out through three main techniques, namely observation, in-depth interviews and documentation analysis. Participatory

observation is carried out by directly observing the process of planning and implementing programs at the village level, then in-depth interviews are used to explore the experiences, challenges, and strategies implemented by women village heads in integrating gender issues. Meanwhile, documentation analysis is carried out by reviewing village planning documents such as the village medium-term development plan (RPJMDes) to see the extent to which gender issues are integrated in the designed policies.

To maintain the validity of the data, this study uses source triangulation by comparing information from various informants, as well as triangulation methods by comparing data from interviews, observations and documentation. In addition, this study also pays attention to research ethics aspects such as ensuring data confidentiality and informant anonymity as well as obtaining approval from all parties involved. The technique used in this study is the Miles and Huberman interactive model which consists of components, namely data collection, data reduction, data presentation, conclusion, and data verification (Harahap, 2020).

## **Discussion**

### **The Role of Village Women's Leadership in Gender-Responsive Planning**

Village women's leadership is a real implementation of human rights as stipulated in Article 27, paragraph 1 of the 1945 Constitution, which guarantees the equality of all citizens before the law. Women's right to lead and actively participate in development planning is also supported by international instruments such as the CEDAW convention which has been ratified by Indonesia through Law No. 7 of 1984. The Convention requires states to eliminate discrimination against women in all aspects of life including decision-making at the community level. In this context, women village leaders not only carry out administrative duties but also contribute to the fulfillment of the state's obligations to ensure gender equality. The role of women's leadership at the village level has become an important concern in encouraging gender-responsive planning, especially in Bone Bolango Regency. Women's leadership has great potential to create inclusive change in village budgeting, especially in ensuring that budget planning not only focuses on men's needs but also takes into account the interests of women and other vulnerable groups (Yaneri & Deswanti, 2021) this is the implementation of Permendagri No. 114 of 2014 concerning village development guidelines which provides a legal basis for village heads to allocate budgets who pay attention to the needs of women and other vulnerable groups. The results of interviews with the

informants show that women as village leaders have a significant influence in increasing women's involvement in decision-making, even though they are faced with various challenges, both structural and patriarchal culture, that reinforce gender bias in the village government system. From a legal perspective, this condition indicates the need to harmonize legal norms with social practices through a more inclusive and participatory approach. A progressive legal approach can be the foundation to drive this transformation, by placing women's interests as a priority in the interpretation and implementation of the rule of law. Furthermore, women's leadership roles also intersect with human rights law, especially in efforts to ensure that women have equal access to the development process. It is rooted in the principle that every individual has the right to enjoy the benefits of development without discrimination. By creating gender-responsive budget policies, women village heads not only address structural inequalities but also contribute to efforts to fulfill women's rights protected by national and international law.

From a theoretical perspective, these findings can be attributed to transformational leadership theory, which emphasizes the importance of leaders in inspiring change and motivating collective participation (Poppy Nurmayanti M et al., 2021). Burns (1978) and Bass (1985) describe transformational leadership as a form of leadership that drives social change through increased awareness and broader group involvement in decision-making processes (Humairoh et al., 2023). In the context of village women's leadership in Bone Bolango Regency, women village heads use a participatory approach that leads to the empowerment of women and underrepresented groups. This approach seeks to create an environment where all members of the community, including women, feel heard and able to participate in the planning and budgeting process.

In addition, the role of women's leadership in gender-responsive planning is also closely related to feminist theory in public administration. This theory highlights the need to address gender bias in public policy and governance structures (Anto et al., 2023). Basically, in Bone Bolango Regency, the patriarchal culture is still very strong, so it is often an obstacle to women's involvement in village deliberation and decision-making. This is in line with the theoretical view that gender bias in the government system tends to strengthen male dominance in power structures, which hinders women's representation in the public sphere (Uliana Sari, 2024). However, women village heads in Bone Bolango Regency have succeeded in meeting this challenge by developing inclusive strategies, such as providing training to village women and creating more flexible deliberation times.

Women leaders in Bone Bolango Regency also tend to adopt a more

communicative and collaborative leadership style that aims to listen to women's needs as well as ensure that their voices are accommodated in village budget planning. These findings support the theory of collaborative leadership (Ansell & Gash, 2008) which emphasizes the importance of cross-group collaboration to achieve common goals (Bila Aziza, 2019). The head of a women's village in Bone Bolango Regency involves various stakeholders, including women's groups, in village deliberations and invites them to actively provide input related to budgets relevant to their needs, such as maternal and child health, education and equal economic access. On the other hand, the challenges faced by women's leadership in encouraging gender-responsive planning also reveal the gap between theory and practice. Obstacles such as the lack of understanding of the community and village officials regarding the importance of gender-responsive budgeting show that the implementation of this policy is still in the development stage. The patriarchal culture that still dominates the social structure of villages is also a significant obstacle (Novela, 2023). Many women in these villages are not used to being involved in public decision-making processes, so female village heads often have to face resistance from the community or more senior village officials. However, despite the challenges, women's leadership in the village has proven to be able to bring about significant change. They not only succeeded in introducing the concept of gender-responsive budgeting but also encouraged a paradigm shift in society regarding the importance of women's involvement in village development. This shows that women's leadership in villages can serve as significant agents of social change. By changing the decision-making structure that was previously dominated by men, they contribute to the creation of more inclusive and equitable village governance.

In the context of gender-responsive budgeting, the use of gender-disaggregated data is still a major challenge. The lack of comprehensive, disaggregated data results in budget planning often not reflecting the specific needs of women or other vulnerable groups. This is in accordance with the concept of good governance where transparency and public participation are important elements in decision-making. Therefore, the role of women's leadership in championing the use of gender-disaggregated data in Bone Bolango Regency is very important to ensure that budget planning is evidence-based and reflects the actual needs of the community. By continuing to develop capacity and increase women's participation in decision-making processes, more equitable and gender-responsive budgeting can be achieved, ultimately contributing to the well-being of society as a whole. Thus, women's leadership encouraging gender responsiveness reflects concrete efforts to realize equality in village resource management.



### **The Influence of Village Women's Leadership on Community Involvement in Decision-Making**

Women's leadership at the village level plays an important role in encouraging community involvement in decision-making, especially in the legal framework that governs village governance. From a legal perspective, community involvement in decision-making is one of the main principles of democracy and good governance. This principle is recognized in various national legal instruments such as Law Number 6 of 2014 concerning villages which emphasizes the importance of active community participation in the planning, implementation and evaluation of village development. Women's leadership at the village level provides a new dimension in decision-making dynamics, especially in a context that has been dominated by men. In Bone Bolango Regency, the role of female village heads in increasing community involvement, both male and female, has been one of the important factors in the successful implementation of village policies by ensuring that the decision-making process is not only carried out by the village elite but also involves all elements of society. Women's leadership that prioritizes dialogue and openness often creates a wider space for the community to express their aspirations, including previously marginalized groups such as women and young people. Through regulations that encourage gender equality, such as the Regulation of the Minister of Home Affairs Number 20 of 2018 concerning village financial management, the law seeks to provide greater space for women to play an active role in village management, including in strategic decision-making. Based on the results of the analysis of interviews that have been conducted with a number of informants, it is shown that the existence of women is driving changes in the way society is involved in decision-making processes that were previously less responsive to the needs of women and vulnerable groups. In the theory of participatory leadership, women's leadership in villages in Bone Bolango Regency generally adopts a style that encourages dialogue and community involvement. The theory of participatory leadership put forward by Lewin, Lippitt and White (1939) emphasizes that a participatory leader tends to involve various parties in the decision-making process and hear input from different groups (Syam et al., 2022). Village heads in Bone Bolango district actively encourage communities to participate in village deliberations and create spaces for previously underrepresented groups such as women to express their views. This not only provides women with the opportunity to be further involved, but also ensures that decisions are taken that reflect the interests of various community groups.

One of the interesting findings from the results of interviews with informants is that female leadership tends to be more open to consensus-based decision-

making. This approach leads to more inclusive decisions and involves more voices from the community compared to the male leadership approach which is more often top-down. This is in accordance with the transformational leadership theory put forward by Burns (1978) and Bass (1985) where transformational leaders are able to inspire and motivate their members to contribute to a larger vision (Mualldin, 2016). Female village heads in Bone Bolango Regency play a transformational role by changing patterns of social interaction in villages, where public participation may have previously been limited to certain groups of men or community leaders. They create a more open atmosphere and encourage people from various backgrounds, including women, to contribute to discussions that affect village development. Women's leadership also has a significant impact on increasing people's sense of ownership and responsibility for the decisions taken. According to the theory of collaborative leadership, the success of leadership is not only measured by the results of decisions but also by the collaborative process that involves many parties in decision-making (Nurfadilla & Nurdin, 2024). The female village head in Bone Bolango Regency leverages this collaborative approach to ensure that the community is not only involved in the final stages, but also throughout the entire planning process, from problem identification to solution execution. This causes the community to feel more emotionally and morally involved in every decision taken, which ultimately increases their involvement in the implementation of policies in the village. However, while the positive influence of women's leadership on community engagement in decision-making is clearly visible, structural and cultural challenges remain. In several villages in Bone Bolango Regency, patriarchal culture is still a major obstacle to women's participation in decision-making. Although women leaders have created space for more inclusive dialogue, resistance from some communities, especially from men, who feel that decision-making is their domain, remains a challenge. This reflects the theory of structural feminism, which states that gender-related social change not only requires change at the individual level but also requires change in the larger social structure.

In addition, the limited capacity of village women in terms of education and experience in participating in the public sphere is also one of the obstacles faced by female village heads in encouraging wider involvement. The lack of training and access to information discourages some women from being actively involved in village deliberations. Female village heads in Bone Bolango Regency try to overcome this by providing education and training to village women, especially in terms of development management and planning. Thus, they can be more confident and contribute effectively to decision-making. Furthermore, in value-oriented leadership theory, female village heads often



emphasize the importance of justice and gender equality in decision-making. This theory confirms that value-oriented leaders tend to make decisions that prioritize moral and ethical principles. In the case of female village heads, the values of gender equality are the main foundation in encouraging the participation of women and vulnerable groups in village deliberations. This women's leadership not only focuses on pragmatic decision-making but also aims to create broader social change through inclusive participation.

### **Gender-Responsive Budgeting: Challenges and Implementation in Bone Bolango Regency**

The implementation of gender-responsive budgeting in Bone Bolango Regency can be understood as one of the local government's strategic efforts to respond to the challenge of gender inequality through budget policies. Gender-responsive budgeting (PPRG) essentially aims to ensure that the public budget accommodates the specific needs of women and men fairly so that budget allocation is not gender-neutral. In Indonesia, Gender Responsive Budgeting (GRB) is mandated in various legal instruments, including Law Number 17 of 2003 concerning State Finance, Law Number 6 of 2014 concerning villages and Regulation of the Minister of Home Affairs Number 67 of 2011 concerning Guidelines for the Implementation of Gender Analysis in Regional Development. Although the legal framework has provided a strong foundation, its implementation is often hampered by a lack of stakeholder understanding of the concept of gender itself. This reflects the gap between legal norms and the capacity of implementers at the regional level. Law No. 23 of 2014 on Regional Government gives autonomy to regions to formulate budget policies. Still, without adequate understanding, a gender-responsive approach is often overlooked in the planning and budgeting process.

Implementing gender-responsive budgeting in Bone Bolango Regency can be understood as one of the local government's strategic efforts to respond to the challenge of gender inequality through budget policies. Gender-responsive budgeting (PPRG) essentially aims to ensure that the public budget accommodates the specific needs of women and men fairly so that budget allocation is not gender-neutral. In the context of Bone Bolango Regency, gender-responsive budgeting has been applied in several strategic sectors, such as health, education and economic empowerment. However, in a more in-depth analysis, there are several crucial issues that affect the effectiveness of PPRG implementation in the Bone Bolango Regency. One of the main challenges is the limited understanding and capacity of government officials related to gender-responsive budgeting concepts and techniques. Many government officials still consider that budgeting is gender-neutral, even

though without in-depth analysis, budget allocation can be biased towards one gender, both men and women. For example, budgets for the health sector often do not take into account the specific needs of women, such as reproductive health services or nutrition programs for pregnant and lactating women. To address this, several initiatives, such as gender-responsive budgeting training and workshops, have been held, but participation and commitment from all parties still need to be increased.

In addition, another fundamental problem is the lack of accurate and comprehensive gender-disaggregated data. Gender-disaggregated data is critical to formulating appropriate budget policies, as it allows policymakers to understand the differences in needs between men and women in different sectors. In Bone Bolango Regency, although there have been efforts to collect gender-disaggregated data, the implementation has not been optimal. Existing data is often inconsistent and poorly integrated across sectors. This hinders the gender-responsive, data-driven decision-making process. In terms of implementation sustainability, periodic evaluations are also an important challenge. Evaluations of gender-responsive budgeted programs are often not carried out in-depth, making the results of these policies difficult to measure clearly. As a result, local governments do not have enough empirical evidence to identify whether or not the allocated budget has been effective in reducing the gender gap.

The theory of change is explained as an approach that details how and why the expected change can occur in a certain context through a series of planned interventions. In terms of gender-responsive budgeting planning, the theory of change can be applied by mapping out the desired change, namely gender equality in resource distribution and determining the intervention steps needed to achieve the change (Dr. H. Noor Arifin, 2023). The first step in the theory of change is to identify the main problem, namely the gender gap in budget allocation. In Bone Bolango Regency, this gap can be seen in sectors such as health and economic empowerment, where women often do not get equal access to government programs. Furthermore, the desired change is a budget policy that actively supports gender equality where funded programs cover the needs of women and men proportionately. To achieve this change, a series of interventions are needed. First, increasing the capacity of government officials through more intensive training on gender-responsive budgeting planning. This training should include an in-depth understanding of gender analysis, gender-responsive budgeting techniques and the importance of gender-disaggregated data. Second, the collection of gender-disaggregated data is more systematic and consistent, so that the government has a strong basis to formulate inclusive policies. Third, the involvement of the community,

especially women's groups, in the budget planning process. Active participation from the community is essential to ensure that budget policies reflect the real needs of different gender groups in society.

More structured and continuous evaluation is also an important component of the theory of change. This evaluation not only focuses on the output of the budgeted programs but also their impact on gender equality in society. This evaluation can be done through surveys, case studies or other participatory methods involving various stakeholders. With this framework, we can understand that gender-responsive budgeting is not just a fair budget allocation but a systemic change process that requires commitment from all parties, governments, communities and the private sector. When all these elements work together, Bone Bolango Regency will have a great opportunity to achieve better gender equality in the context of regional development.

## **Conclusion**

This study highlights the important role of village women's leadership in encouraging gender-responsive budgeting planning in Bone Bolango Regency. From the analysis results, it was found that the involvement of women in leadership positions in villages has a positive impact on more inclusive and gender-equitable policies, especially in budget planning. Women's leadership provides a more sensitive perspective on issues experienced by women and other vulnerable groups. However, there are still significant challenges, such as limited technical capacity, a lack of understanding of gender-responsive budgeting and a strong patriarchal culture. For this reason, the researcher provides suggestions on increasing women's leadership capacity through training and mentoring. In addition, local governments must also be more proactive in encouraging women's participation in the planning and budgeting process at the village level, it is necessary to strengthen regulations that support gender-responsive budgeting at the local level, to carry out women's empowerment efforts accompanied by advocacy to reduce cultural barriers that still limits the role of women in the village.

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