

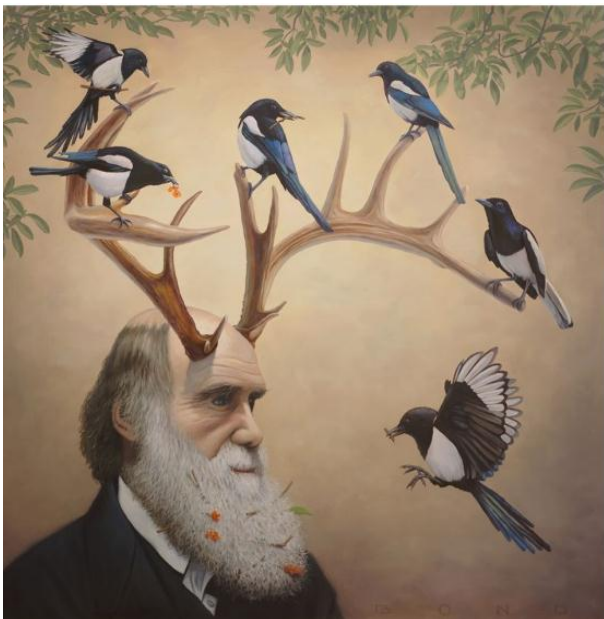
opción

Revista de Antropología, Ciencias de la Comunicación y de la Información, Filosofía,
Lingüística y Semiótica, Problemas del Desarrollo, la Ciencia y la Tecnología

Año 35, 2019, Especial N°

22

Revista de Ciencias Humanas y Sociales
ISSN 1012-1537/ ISSNc: 2477-9385
Depósito Legal pp 198402ZU45



Universidad del Zulia
Facultad Experimental de Ciencias
Departamento de Ciencias Humanas
Maracaibo - Venezuela

Gender Mainstreaming In Rural Development Planning

Fatmariza^{1*}, Yurni Suasti², Susi Fitria Dewi³

^{1*}Universitas Negeri Padang, West Sumatra, Indonesia; fatmariza@fis.unp.ac.id

²Universitas Negeri Padang, West Sumatra, Indonesia; yurnisuasti@fis.unp.ac.id

³Universitas Negeri Padang, West Sumatra, Indonesia; susifitriad@gmail.com

Abstract

This article aims to analyse the implementation of Gender Mainstreaming (GM) in rural development planning. This research was conducted in one village in West Sumatra using a qualitative approach. The results of this study indicate that development planning in the village has not reflected the resolution of the problems related to gender issues. Development programs written in the Village Medium Term Development Plan (RPJM) have not yet integrated gender issues. Women's empowerment is a separate program from the other programs. This happens because the village development planners do not have a good knowledge and understanding of gender mainstreaming. Program planning is not based on gender issues because the village does not have gender-disaggregated data for the various aspects of community development in the village. The values that develop in the community do not fully support the women's participation in development planning.

Keywords: Gender mainstreaming, Rural, Women, Empowerment

Incorporación De La Perspectiva De Género En La Planificación Del Desarrollo Rural

Resúmenes

Este artículo tiene como objetivo analizar la implementación de la integración de la perspectiva de género (GM) en la planificación del desarrollo rural. Esta investigación se realizó en una aldea en el oeste de Sumatra utilizando un enfoque cualitativo. Los resultados de este estudio indican que la planificación del desarrollo en la aldea no ha reflejado la resolución de los problemas relacionados con cuestiones de género. Los programas de desarrollo escritos en el Plan de Desarrollo de Medio Plazo de la Aldea (RPJM) aún no han integrado las cuestiones de género. El empoderamiento de las mujeres es un programa separado de los otros programas. Esto sucede porque los planificadores del desarrollo de la aldea no tienen un buen conocimiento y comprensión de la incorporación de la perspectiva de género. La planificación del programa no se basa en cuestiones de género porque la aldea no cuenta con datos desagregados por género para los diversos aspectos del desarrollo comunitario en la aldea. Los valores que se desarrollan en la comunidad no respaldan plenamente la participación de las mujeres en la planificación del desarrollo.

1. INTRODUCTION

This article is part of a research study on the gender mainstreaming model based on the local wisdom in one of the villages (Nagari) in West Sumatra. This article aims to analyse the implementation of gender mainstreaming in village development planning. The implementation of gender mainstreaming in village development needs to get serious attention because the village government is the government service provider that is the closest and the most directly in touch with the community (DEBUSSCHER, 2011; HANKIVSKY, 2008). Referring to Law number 6 of 2014, the Village has become the foundation for improving people's welfare. This is in line with the commitment of the government of the Republic of Indonesia in the 3rd Nawacita, which states "build from the Village". The importance of GM in village development is because the condition of the people in rural areas is still far behind that of the people in urban areas (ROHMANA & ERNAWATI, 2014). The majority of the villages are currently inhabited by approximately 120 million people and this condition is still in shortage. This

can be seen from the level of education, economy, health, legal protection, infrastructure, accessibility, and the various forms of injustice originating from the patriarchal values that are relatively thicker in rural communities. The reality shows that the development programs in the Medium Term Development Plan (RPJM) of the Village have been developed but they have not yet integrated gender issues. Development programs tend to be gender neutral without considering the impact or benefits of development for men and women. The Village Government also does not understand the importance of using disaggregated data as the basis for programming, so patriarchal values are still an obstacle when trying to empower rural women.

Studies on GM have found that there are still many obstacles faced by the government or the community in their implementation. There is still a lot of rejection of this concept because it is considered to be a “foreign” concept and this can damage the existing order (FATMARIZA, 2017; ALEXIS, 2014; CHANEY, 2016). The rejection of the implementation of this concept has happened not only in Indonesia but also in other Western and Asian countries (SILAWATI, 2006). Gender Mainstreaming is a strategy used to achieve gender equality and justice. Gender itself refers to the mental and cultural interpretation of sexual differences between women and men and is usually used for the division of work roles in which sex is socially constructed (PUSPITA, ROSTIKAWATI & DHARMA, 2018). Formally, GM was adopted from the Beijing Platform for Action at the 1995 UN conference for women, which stated that: “... the government and other parties must actively promote gender mainstreaming policies that are clearly visible in all policies and programs, so that before the decision taken, an analysis of the impact of policies on women and men has been carried out”.

As a development strategy in Indonesia, GM was launched in 2000 with the issuance of Presidential Instruction number 9 of 2000. This legal product is a form of the Indonesian government’s commitment to international agreements and it is at the insistence of civil society to realise gender equality and justice. However, the facts show that this strategy has not been fully able to provide benefits that are more equitable for the community, especially for rural women. Even in the first five years of GM implementation, there were those who considered the implementation as having “failed”. For this reason, several efforts have been made by the government, such as drafting the National Action Plan on GM, which was

followed up with the Regional Action Plan in 2006 and the National Strategy for accelerating GM through Gender Responsive Planning and Budgeting (PPRG) in 2012.

One definition of GM that is often referred to is what was put forward by the UN Economic and Social Council, whose translation of GM is a strategy so then the needs and experiences of women and men become an integral part of the design, implementation, monitoring and evaluation of policies and programs in all spheres political, economic, and social. This is so then women and men both benefit and there is no more injustice. The Indonesian Ministry of Women's Empowerment and Child Protection (2015) defines GM as a development strategy that integrates the problems, needs, experiences, aspirations of women and men that are used as materials when planning, implementing, monitoring and evaluating all development policies, programs and activities to realise gender equality and justice. Furthermore, it was stated that the PUG strategy was needed to ensure that all levels of society could be involved in the development process and enjoy development benefits fairly. GM as a development strategy is in the framework of social development. ALLWOOD (2013) stated that social development includes three aspects, namely the structural, cultural aspects, and social process aspects. Furthermore, it is said that social development is human improvement in its "social" dimension. Any changes that only benefit certain groups or even create inequalities and gaps in the system are not a part of social development because they reduce the quality of social relations and social interactions. The emphasis on social development is equality in the provision of the most basic means.

The importance of the structural approach in GM according to SILAWATI (2006) is related to the development policies and programs that have been problematic. There are groups that have been treated unfairly while others are absorbed in enjoying the process and benefits of development. Injustice can be the root of the problem of gender inequality, in addition to the values of patriarchal culture. Therefore, development policies and programs must be intervened by integrating gender issues. There are seven initial prerequisites that must be fulfilled in implementing GM, namely: (1) commitment, (2) policies and programs, such as PUG institutions including structural and functional work units, (3), (4) sufficient human resources, funding and infrastructure, (5) the availability of disaggregated data by sex, (6) gender analysis instrument and (7). civil society support.

2. RESEARCH METHOD

This study used a qualitative action research approach in the form of case studies. The qualitative approach were chosen according to the research objectives (CRESSWELL, 2003), which in this study was in order to develop descriptions and explanations of the subjective meanings of male and female individual experiences as part of the village government and the community as a whole at the research site. These subjective meanings can show someone's gender sensitivity, including that of the stakeholders in the village government and the community leaders. This is important related to the research questions about how the stakeholders view the implementation of gender mainstreaming in rural development and the gender analysis of development programs that have been prepared in the village RPJM. In addition to analysing GM issues, this research also helps the stakeholders in the village to increase their knowledge and understanding of GM in village development planning. The selected case study refers to the opinion of YIN (1996), in that case studies are more suitable strategies if the subject matter of a research question is related to How or Why, including if the researchers have little opportunity to control the events investigated and when the focus of the research lies in the contemporary phenomenon in a real life context.

The study was conducted in Nagari Canduang, Agam Regency, West Sumatra Province. The research location was chosen by considering several criteria, namely that Nagari Canduang is one of the Nagari in Agam Regency as the representative of Luhak Nan Tuo, who is assumed to hold firm to Minangkabau customs. This is also assumed to be contributing to the acceptance or investigation of the implementation of GM. In addition, Nagari Canduang is an outstanding Nagari at the level of West Sumatra Province in 2018. This condition is assumed by the Nagari government and the community to be more open, meaning that it will be easier to accept updates including GM. The research informants were selected purposefully according to the research objectives. The informants consisted of village officials, village deliberation bodies, traditional leaders, religious leaders, female leaders and district governments. The West Sumatra Province Women's Empowerment Service was the GM leader in the regions. The data was collected through interviews, documentation studies, focus group discussions and observations. The data of this article was mainly

obtained through interviews and documentation studies. Then the data was analysed using the circular analysis model of Miles Huberman with the stages of data reduction, data display, and the conclusion.

3. RESULTS AND DISCUSSION

The Presidential Instruction number 9 of 2000 concerning GM became the starting point for the Indonesian government to realise gender-equitable development. This was further strengthened by Law No. 25 of 2004 concerning development planning, Government Regulation No. 2 of 2015 concerning RPJMN (2015-2019), Permendagri No 67 of 2011 concerning GM Implementation in Regions and the Joint Circular of 4 Ministers: the Minister of PPN / Chairperson of Bappenas, the Minister of Finance, the Minister of Home Affairs and the Minister of PPPA on Accelerating GM Implementation through Responsive Planning and Budgeting Gender (PPRG).

The Indonesian Ministry of Women's Empowerment and Child Protection (2016) defines GM as a development strategy that integrates the issues, needs, experiences, aspirations of women and men which are then used as material in planning, implementing, monitoring and evaluating all development policies, programs and activities to realise gender equality and justice. Every government institution starts from the centre of the regions, which in this case is the Village / Nagari government. It is responsible for integrating gender issues into each development program starting from planning, implementation and evaluation. Gender integration in the Nagari development program is urgent because every Nagari government program directly touches the people. Therefore, development planning must be done through a gender analysis by taking into account the aspects of the access, participation, control and benefits of development for all men, women and other marginalised groups.

Nagari Canduang Koto Laweh as a Nagari with the vision of "Self-Achieving Cultured Towards a Civil Prosperous Society" illustrates that the independence of the Nagari is rooted in religious values, its socio-culture, deliberations, *raso pareso*, and the regional potential in all fields while upholding togetherness and partnership with the spirit of unity, which is "Barek Samo dipikua ringan Samo dijinjiang". The values mentioned above are a fundamental part of the local wisdom of the community that

can be used as a motivation for gender justice in village development planning. This is very possible because in fact, in the social value system of the community of Minang Kabau, women have a strategic position. They are referred to as “Bundo Kanduang.” These values are based on “syara ‘mangato adat mamakai” which is expressed in daily life by optimising the role of “tali tigo sapilin tungku tigo sajarangan. “The leadership in Minang Kabau consists of three institutions, namely: niniak mamak, alim ulama, cadiak pandai). The leadership is guided by tigo tali sapilin, namely: adat, syarak, and the constitution. Clearly, the relationship between the two can be seen in the picture below:

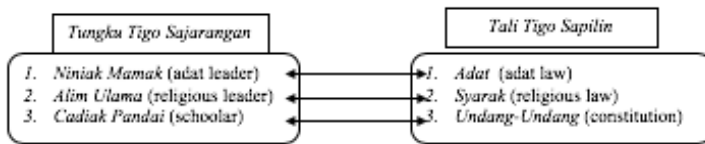


Figure 1: Leadership in Minang Kabau and the rule of law

The village vision and mission provides a gender neutral picture. That is, the village government in development planning has not yet integrated gender issues. This can be caused by several things. First, the village officials have not received socialisation about GM. Therefore they do not have good knowledge nor an understanding of GM. Second, there are no regulations at the district level that require the village governments to conduct GM in development planning. Third, the gender sensitivity of the stakeholders at the village level is still low and there is even a gender bias. Therefore, efforts need to be made to increase the stakeholders’ knowledge and understanding in the village. This is so then village development can truly provide fair services for all men and women according to their specific gender needs.

As an illustration, Nagari Canduang Koto Laweh is one of three villages in the Canduang sub-district with an area making up 49 percent of the total area. This consists of 11 Jorong. Nagari not only has an area larger than the other two Nagari in Canduang Subdistrict, but it also has a population that has reached 40 percent of the total population of the District (22,477), which is 9,091 people. The population of women is relatively more than the male population, that is, 4335 men and 4756 women with a sex ratio of 110. The composition of the population according to age can be seen in the following Subdistrict data:

Table 1: Population Composition of Canduang District
According to Age and Gender in 2018

Age group	Sex		Total
	Male	Female	
0-4	961	928	1889
5-9	972	963	1935
10-14	1093	1047	2140
15-19	1084	1076	2160
20-24	709	663	1372
25-29	678	663	1341
30-34	613	663	1276
35-39	631	639	1270
40-44	663	718	1381
45-49	665	761	1426
50-54	663	818	1481
55-59	694	776	1470
60-64	568	600	1168
65-69	366	439	805
70-74	234	348	582
75+	258	523	781
	10852	11625	22477

Source: Canduang District in Figures 2018

Based on the data on the composition of the population, according to age and sex as indicated above, several things can be explained. First, the population aged 10 to 19 years old (middle and high school age) has the highest total. For gender, there are more men than women. This condition needs to be of concern to the Subdistrict / Nagari government because some of the research results and data from the Centre for Educational Data and Statistics (2018) show that in West Sumatra, the number of school dropouts for men is much higher than that of girls. This can be seen in the data focused on dropping out of elementary school; Male 456 and Female 193. For dropping out of junior high school, the results are Male 678 and Female 205. Therefore this disaggregated data needs to be taken into consideration when planning development programs in the education sector in the Subdistrict / Nagari, as well as in the process of creating programs to anticipate dropping out for boys. Besides the rate of dropping out of school for girls, they often encourage them to marry young. This is a gender issue that needs attention.

Furthermore, from the data table above, it can also be explained that the population of reproductive age has reached 30 percent of the population. Therefore gender issues such as reproductive health, maternal and infant mortality, delivery assistance and maternal and child health services are important in the District / Nagari location of this study. Moreover, most of the residents of the Canadian Nagari work as farmers, both men and women. In fact, based on the interviews with several informants, women in the research locations in Nagari are known as hard workers in agriculture and not infrequently, they also work in neighbouring villages / Nagari. Another important aspect that also needs attention is the considerable number of elderly people. In almost all of the communities, the population of older women is far more than that of the male population. In West Sumatra, especially in the Minangkabau community, elderly men often experience neglect if their wives have died. This is allegedly related to the matrilineal system and changes in kinship relations in the social system of the Minangkabau community. Therefore gender data must be the basis for formulating Nagari.

The analysis of the Village / Nagari Development Planning document (RPJM) can be presented in two groups, namely development goals and activity programs. The development targets include six fields, namely: (1) realizing good, clean and transparent governance, (2) improving the quality of human resources including improving the quality of public education and health, (3) moving forward the community economy based on people's economy and (4) improving the quality of community life. This shows that the program has not integrated gender issues. Although the village development direction and policy mentioned that there is the intended development of women's empowerment and GM, in the development program itself, gender issues are no longer listed. This is except for only two programs, namely incentives for the Posyandu cadres and the empowerment of Savings and Loans groups for women (SPP). This condition is caused by a lack of knowledge and an understanding of Village development planners concerning gender integration in development. MOSSE (2007) states that the success of the policies that are intended to promote women are still low, depending on the gender awareness held by the officials who formulate the development policies and their implementing officers. Furthermore, development project planners who have gender sensitivity realise that women's needs are special and different from men's

needs. In addition, due to the still strong patriarchal values in the community, this has resulted in quite a lot of village policies that still ignore women. This ignores women not only in public decision making but also in determining program priorities.

This is not only experienced by the development planners in Asia, but also in Europe (SILAWATI, 2006). Therefore it cannot be denied; GM will experience various obstacles in its implementation as well as in the villages in Indonesia. In the early days of GM socialisation, there were still many rejections of this concept because it is considered to be a “foreign” concept. This could damage the existing order. In some cases and locations, these conditions still occur (FATMARIZA, 2017, ALEXIS, 2014, CHANEY, 2016). This condition is very ironic with efforts that have been promoted for a long time. This includes at the World Conference I about women in 1975 in Mexico City. This conference was the first step in the international consensus on women’s rights in development. Because of the reality in various parts of the world, the development programs implemented have not brought in much progress to improve women’s lives. This includes the still high rates of illiteracy, dropping out of school, maternal mortality, infant mortality, poverty, domestic violence etc., that are still ongoing today. A GM strategy is needed to ensure that all levels of society can be involved in the development process and to thus enjoy the benefits of development fairly. This is in line with one of the government’s achievements in the 2014 - 2019 period built from the village. Therefore it is necessary to strengthen the village government so then GM becomes the strategy of the village government in terms of planning, implementing and evaluating development in the village. Efforts to integrate gender in village development are needed because this strategy is able to promote gender justice and sustainable development (GRAEF, HERNANDEZ, KÖNIG, UCKERT, & MNIMBO, 2018; FISHER, 2018; TOLHURS et al., 2012).

Here are the seven initial prerequisites that must be fulfilled when implementing PUG, namely: (1) commitment, (2) policies and programs, (3) GM institutions include structural and functional work units, (4) sufficient human resources, funding and infrastructure, (5) the availability of sex disaggregated data, (6) gender analysis instruments and (7) civil society support. In more detail, the implementation of the seven prerequisites can be seen in the following table:

Table 2: Gender Mainstreaming and Implementation

No	GM Prerequisites	Implementation
1	Commitment	Not yet
2	Policies and Programs	Not yet, but women-specific programs already exist
3	Institutional	Not yet
4	Resource	Not gender responsive
5	Availability of disaggregated data	Part of it already exists
6	Gender analysis instrument	Not yet
7	Civil society support	Not yet

Referring to the seven pre-conditions, it can be explained that this village is still far from being exposed to the implementation of GM. This can be seen from the very few GM prerequisites that have been fulfilled. The village does not yet have village regulations that specifically contain gender issues, as well as institutions, gender analysis instruments and civil society support. In terms of the program itself, there are 5 development programs contained in the Nagari Development Plan (RPJMN), namely: (1) the realisation of good and clean Nagari governance, (2) the improvement of community economics and extracting Nagari's income sources, (3) the quality improvement of Nagari community resources, (4) the agenda for community empowerment, increased motivation and self-help in mutual cooperation and (5) the agenda for the implementation and practice of the religious and customary norms of Salingka Nagari. Each program has several activities therein. However, based on the analysis carried out on these activities and through the interviews with program planners and managers, no activity has been prepared on the basis of considering gender issues. Special activities for women still refer to general activities such as the PKK.

In relation to this, SILAWATI (2006) further stated the importance of a structural approach in GM related to the development policies and programs that have been problematic. There are groups who are treated injustice while others are absorbed in the process and benefits of development. Injustice can be the root of the problem of gender inequality, in addition to holding the values of patriarchal culture. Therefore, development policies and programs must be intervened by integrating gender issues.

4. CONCLUSIONS

Gender responsive village development planning will have a direct impact on gender equality and justice at the grassroots level. This is because rural development is in direct contact with the needs of the community, both for men and women. Efforts to accelerate GM have been carried out for quite a long time, but they have not touched on the development planning conducted in the countryside as well. The seven GM prerequisites, namely commitment, policies and programs, GM institutions including structural and functional work units, adequate human resources, funding and infrastructure, the availability of disaggregated data by sex, gender analysis instruments and civil society support itself is still far from enough. Therefore, the development planning at the village level is still far from the principles of gender equality and justice. Planning development programs have not considered gender issues. This happens because most of the data is not disaggregated by gender. Besides that, village development planners also do not have a good knowledge and understanding of GM. Even some of the figures in the village are gender biased. In addition, the values that develop in society appear neutral but in practice they tend to have a gender bias. This will also be an obstacle for village governments in realising gender responsive development. Therefore it is necessary to strengthen the village government institutions, both structurally, culturally and precisely in terms of the GM implementation. Structurally, there needs to be a policy that becomes the legal umbrella for the implementation of GM at the District level. This includes the establishment of GM institutions at the Village level, socialisation and the strengthening of the local values that support GM in the village. This is as well as the actors who will act as facilitators and assistants in GM implementation.

REFERENCES

- ALEXIS, Lally Kuaido. 2014. "Avoiding gender determinism: Ivorian women between political challenges and economic recognition". *Procedia-Socialand Behavioral Sciences*. Vol. 161: 257 – 262.
- ALLWOOD, Gill. 2013. "Gender mainstreaming and policy coherence for development: Unintended gender consequences and EU policy". *Women's Studies International Forum*. Vol. 39: 42-52.
- CHANEY, Paul. 2016. "Civil Society and Gender Mainstreaming: Empirical Evidence and Theory-Building from Twelve Post-Conflict Countries 2005–15". *Word Development* Vol. 83: 280-294.
- CRESSWELL, John W. 2003. *Research Design: Qualitative, Quantita-*

tive, and Mixed Method Approaches. Sage Publication. California. United States.

DEBUSSCHER, Petra. 2011. "Mainstreaming gender in European Commission development policy: Conservative Europeanness?" *Women's Studies International Forum*. Vol. 34: 39–49.

FATMARIZA. 2017. "Women`s Role in Local Political Dynamics: Transformation and Empowerment". Paper on International Convenen on Civic Education (ICCE) Universitas Negeri Padang. Indonesia.

FISHER, Daren. 2018. "Gender equality and its heterogeneous impact on the incarceration of women in Turkey". *International Journal of Law, Crime and Justice*. Vol. 52: 165-175.

GRAEF, F., HERNANDEZ, L.E.A., KÖNIG, H.J., UCKERT, G., & MNIMBO, M.T. 2018. "Systemising gender integration with rural stakeholders' sustainability impact assessments: A case study with three low-input upgrading strategies". *Environmental Impact Assessment Review*. Vol. 68: 81-89.

HANKIVSKY, Olena. 2008. "Gender mainstreaming in Canada and Australia: A comparative analysis". *Policy and Society*. Volume 27, No 1: 69-81.

MOSSE, Julia Cleves. 2007. *Gender dan Pembangunan*. Pustaka Belajar. Yogyakarta. Indonesia.

PUSPITA, D. R., ROSTIKAWATI, R., & DHARMA, P. 2018. "Gender Responsiveness in the Counselling Sessions of the Empowerment and Welfare Organization (PKK) in a Attempt to Increase Family Resilience in Cilacap Regency. *Masyarakat, Kebudayaan, dan Politik*. Vo. 31, No 4": 368-379.

ROHMANA, Jajang A., & ERNAWATI. 2014. "Perempuan dan Kearifan lokal: Performativitas perempuan dalam ritual adat Sunda". *Musawa*. Vol 13, No 2: 151-165.

SILAWATI, Hartian. 2006. "Pengarusutamaan Gender". *Jurnal Perempuan* Eds. 50, pp. 19-31.

TOLHURST, Rachel, LEACH, Beryl, PRICE, Janet, ROBINSON, Jude, ETTORE, Elizabeth, SAMUEL, AlexScott, KILONZO, Nduku, LOUIS, SABUNI, ROBERTSON, Steve, KAPILASHRAMI, Anuj, KATIE, Bristow, LANG, Raymond, ROMAO, Francelina, & THEOBALD, Sally. 2012. "Intersectionality Gender Mainstreaming in International Health: Using a Feminist Participatory Action Reseach Process to Analyse Voices and Debates from the Global South and North". *Social Science and Medicine*. Vol. 74, No 11: 1825-1832.



**UNIVERSIDAD
DEL ZULIA**

opción

Revista de Ciencias Humanas y Sociales

Año 35, Especial No. 22 (2019)

Esta revista fue editada en formato digital por el personal de la Oficina de Publicaciones Científicas de la Facultad Experimental de Ciencias, Universidad del Zulia.

Maracaibo - Venezuela

www.luz.edu.ve

www.serbi.luz.edu.ve

produccioncientifica.luz.edu.ve