

# Implementation Of Gender Mainstreaming (Pug) Policy Implementation In Regional Development In Bengkulu Province

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## ABSTRACT

This study aims to find out the effectiveness of implementing the PUG policy strategy in the Regional Development of Bengkulu Province by looking at the achievements of the implementation of the PUG Policy Strategy which includes 7 (seven) prerequisites, namely: Commitment, Policy, Institutions, Resources, Analytical Tools, Disaggregated Data, and Community Participation. The method used in this study is descriptive with a qualitative approach. Based on the study results, it can be seen that the implementation of the PUG policy strategy is on a scale "less effective" because of the seven prerequisite indicators, only five indicators have been implemented while the other two indicators have not been implemented, namely the resource indicator and the analytical tool indicator. This condition indirectly indicates that there is a lack of synchronization between the implementation of general policies for implementing PUG and the implementation of operational technical policies for implementing PUG. Or in other words, it can be concluded that the implementation of general policies to achieve PUG goals has not been supported by adequate policy implementation at the operational technical level. Taking into account these problems, a number of suggestions can be recommended for improving the implementation of PUG policies by the Bengkulu Provincial Government, namely: (1) Activating all tasks and functions of the PUG institution, namely the PUG Working Group, Technical Team and Focal Point. (2) Increasing socialization and advocacy related to the implementation of PUG policies to all OPDs (3) Maximizing coordination between Pokja PUG members by implementing a system reward and punishment.

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## 1. Introduction

Gender is understood as the difference in nature, role, function and status between women and men which is influenced by socio-cultural relations and broader social structures. Meanwhile, differences based on biological differences that are natural, universal and eternal are called sex. Often these two concepts (sex and gender) are then understood as the same characteristics for women and men. Gender is often misunderstood as sex. If sex is something that is carried since birth, then gender is something that is formed because of the understanding that grows and develops in society. For example, women are responsible for raising and caring for children while men work to earn a living is a "gender" distinction. While the distinction that men fertilize and women who conceive, give birth, breastfeed is a division that is sexual (Echoll and Sadily, 1983). Current conditions still show that differences in sex can cause gender differences where women are irrational, emotional, and gentle; while men have rational, strong or mighty natures. Gender differences are actually not a problem as long as they do not cause gender inequality.

However, what happened was that gender differences had caused gender injustice, both for men and especially for women (Nugroho, 2008). Patriarchal culture is a system of social structures and practices in which men dominate, oppress, and exploit women (Walby, 1990). Women tend to be directed towards domestic roles compared to men. Gender equality is an important issue highlighted at the national and international levels. Various efforts have been made by the government in an effort to reduce or even eliminate gender disparities. One of the strategies that has been established by the government in the National Medium-Term Development Plan is Gender Mainstreaming (PUG). Domestication, subordination, and stereotypes that women are considered weak are the beginning of the emergence of gender mainstreaming strategies in development programs. The gender mainstreaming strategy (PUG) seeks to place men and women on an equal footing in receiving access to participation, control, and benefits in various development sectors. As a strategy, PUG is implemented by integrating gender in the planning, preparation, implementation, monitoring, and evaluation of national development policies and programs.

Gender mainstreaming aims to achieve gender equality in order to create fairer and more equitable development for all Indonesian people. To implement this strategy, the government has issued Presidential Instruction Number 2 of 2000 concerning the Implementation of Gender Mainstreaming in National Development (Kemen PPPA, 2000). Currently, the acceleration of the implementation of PUG is stated in the 2020-2024 RPJMN. Gender equality is a principle in the implementation of the Sustainable Development Goals (SDGs), namely no one left behind. Since the issuance of this Presidential Instruction, the development pattern in Indonesia has experienced a

significant shift towards gender-equal development (mainstream). Currently, the government is trying to create standards to measure the progress of human development based on gender, namely the Gender Development Index (IPG), Gender Empowerment Index (IDG) and Gender Inequality Index (IKG). IPG describes gender inequality by comparing the (ratio) achievement between the Human Development Index (HDI) of women and the HDI of men, while the Gender Empowerment Index (IDG) is an indicator to measure the implementation of justice and gender equality based on political participation and decision-making as seen from the proportion of men and women in parliament, economic participation and decision-making (BPS, 2021).

The issuance of Presidential Instruction (Inpres) No. 9 of 2000 concerning Gender Mainstreaming (PUG) in National Development is a separate part in the context of involving all components of society in development carried out in the regions. The Inpres was followed up by the Ministry of Home Affairs No. 132 of 2003 concerning General Guidelines for the Implementation of Gender Mainstreaming (PUG) which has been revised twice with the issuance of Permendagri No. 15 of 2008 and Permendagri No. 67 of 2011, Gender Responsive Budgeting Planning (PPRG) is one of the tools to improve gender equality and justice. This regulation contains planning and budgeting policies, where PPRG is seen as an effort at the operational level to implement the PUG strategy in development. Although it has been regulated nationally, the regions have not been able to implement the PUG strategy properly.

When viewed at the policy maker level, in terms of regulations, the government has prepared many policies to encourage the implementation of the PUG strategy in development in Bengkulu Province, the government's commitment to the implementation of PUG is marked by the issuance of Regional Regulations, Governor Regulations, Circulars and several Decrees. In fact, the Bengkulu Provincial Government has received the Anugerah Parahita Ekapraya (APE) Award twice in a row, namely in 2018 and in 2021. This APE is an award given by the Central Government to Ministries/Institutions and Provincial and Regency/City Governments for their commitment in efforts to realize gender equality and justice in development. From the perspective of APE acceptance, the implementation of gender mainstreaming policies in Bengkulu Province has been going well, on paper this is undeniable, receiving the APE award with the Main Category is an achievement that should be appreciated and proud of.

However, this APE achievement does not necessarily guarantee that all indicators of the implementation of the PUG strategy (commitment indicators, policy indicators, institutional indicators, resource indicators, data indicators, analysis tool indicators, and community participation indicators or civil society) have been implemented both in the policy realm and at the implementing

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level. Looking at the current conditions, seven years have passed since the issuance of Regional Regulation Number 2 of 2016 which was the starting point for the implementation of PUG in regional development, but this strategy has not been running optimally. Planning and budgeting carried out by OPDs are still gender neutral, meaning that the preparation of activity programs is only based on needs without considering whether there is gender inequality or not.

This condition indirectly indicates a lack of synchronization between the general policy of implementing PUG and the implementation of technical operational policies for implementing PUG in the field, so that in order to optimize the implementation of the seven PUG prerequisites, there are still many things that need to be fixed which require special attention from the Regional Government as the policy maker. In this regard, in order to capture/understand the picture of the implementation of the PUG Policy strategy in Bengkulu Province, it is deemed necessary to conduct a study which is expected to provide information and a picture of the extent to which the effectiveness of the implementation of the PUG Policy strategy that has been implemented in Bengkulu Province and what policies have been implemented. The results of this study are expected to provide suggestions for improvements to the implementation of the PUG policy in realizing gender-equitable development in Bengkulu Province in the future.

## **2. Method, Data, and Analysis**

This study uses a qualitative research method with a descriptive research type. With data collection techniques using interview techniques to related informants and can provide the information needed in analyzing the formulation of research problems. The interview method in the study occurred where researchers conducted questions and answers with informants with the aim of exploring information through questions to obtain information related to the implementation of the PUG strategy. In this study, the interview subjects were the Fields/Sections that handle planning affairs at the PUG Driver OPD, namely Bappeda, the Regional Financial Management Agency and the PPPAPPKB Service. While documentation and literature studies were carried out by collecting, reading, and recording various data that had been documented and published by Bappeda, the Regional Financial Management Agency, the PPPAPPKB Service and the Regional Inspectorate. Based on the presentation and processing of data, the researcher then drew conclusions based on the data that had been presented, so as to obtain information related to the research objectives and solutions to the problems studied. The conclusions to be drawn are based on the performance achievement percentage standards of planning from the National Development Planning Agency which consists of several categories of planning result percentages, namely:

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Table 1 Name

Very Effective	(91 – 100)
Effective	(81 – 90)
Enough Effective	(71 – 80)
Less Effective	(61 – 70)
Ineffective	(51 – 60).

Therefore, based on these standards, it helps researchers draw conclusions about the effectiveness of the implementation of the PUG policy strategy in the Regional Development of Bengkulu Province and to identify supporting and inhibiting factors for the implementation of the PUG policy strategy in the Regional Development of Bengkulu Province.

### 3. Result and Discussion

The results of this study are in accordance with the objectives of the study, namely to determine the extent to which the implementation of the Gender Mainstreaming (PUG) policy strategy in the Regional Development of Bengkulu Province is effective, which is reviewed from 7 (seven) indicators of PUG implementation prerequisites, namely: commitment indicators, policy indicators, institutional indicators, resource indicators, data indicators, analysis tool indicators, and community participation or civil society indicators. Based on the results of research and observations that have been carried out by researchers on the seven indicators of PUG implementation, two categories were obtained for the implementation of the PUG policy in Bengkulu Province;

1. Number of indicators that have been implemented
2. Number of indicators that have not been implemented

The implementation of these two indicators (already implemented/not yet implemented) will affect the effectiveness of the implementation of the Seven (7) PUG Prerequisite Indicators Strategy. Table 4.16 below will display the data analysis of the proportion of indicators that have been implemented and have not been implemented from the seven PUG prerequisite indicators. This proportion was obtained by researchers through calculations from observation data, the observation results were then converted into percentages, where the conversion is in accordance with the category, namely implemented and not yet implemented. For the proportion of "implemented" is generated from the number of PUG indicators implemented divided by the total number of indicators (implemented indicators + indicators not yet implemented) multiplied by 100%, while for the proportion of "not yet implemented" is generated from the number of indicators not yet

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implemented divided by the total number of indicators (implemented indicators + indicators not yet implemented) multiplied by 100%. For that it can be formulated as follows: Proportion implemented = Number of indicators implemented x 100% Total number of indicators Proportion not yet = Number of indicators not yet implemented x 100% implemented Total number of indicators To see the proportion of achievement of implementation of all PUG prerequisite indicators, it can be seen in the following table.

**Table 1 Proportion indicator implementation policy PUG**

No	Indicator	Mark	Category Will be implement ed	Not yet will be implemented
1	<b>Commitment</b>	1	√	
	1. RPJMD	1	√	
	2. Vision and mission	1	√	
	3. Strategy	1	√	
2	<b>Policy</b>	1	√	
	1. Regional Regulation	1	√	
	2. Governor's Regulation	1	√	
	3. Governor's Decree	1	√	
3	<b>Institutional</b>	1	√	
	1. Working Group PUG	1	√	
	2. Focal Point	1	√	
	3. Team	1	√	
4	<b>Resource</b>	1		√
	1. Executor Working Group PUG at Bappeda	0		√
	2. Executor Working Group PUG at BPKD	0		√
	3. Executor Working Group PUG at the Regional Inspectorate	0	√	
	4. Executor Working Group PUG at BPPPAPPKB	1		
	5. Executor Focal Point	0		√
	6. Team PPRG	0		√
5	<b>Analysis Tools</b>	0	0	√
	1. GAP	0	0	√
	2. GBS	0	0	√
6	<b>Data Sorted</b>	1	√	
	1. Gender Data	1	√	
	2. Profile Gender	1	√	
7	<b>Participation Society</b>	1	√	
	1. MOU/PK with NGO/ PT/PSW/PSW	1	√	
	2. society wide	1	√	
<b>Amount</b>		<b>21</b>	<b>14</b>	<b>7</b>

From Table 1 on the Proportion of the implementation of the PUG Policy indicators, it is known that of the seven (7) PUG indicators, 5 indicators with 14 sub-indicators below them have been implemented, while the other 2 indicators with 7 sub-indicators below them have not been implemented, namely the resource indicator and the analysis tool indicator. From the data analysis in table 4.16, the implementation of the PUG policy strategy which includes seven (7) prerequisites can be calculated as follows; the number of indicators that have been implemented divided by the total indicators multiplied by 100% =  $14/21 \times 100\% = 66.66\%$ . From the calculation results, it can be concluded that the implementation of the gender mainstreaming (PUG) policy strategy in Bengkulu Province is on a less than good scale (66.66%), this means that of the seven PUG strategy indicators, only five indicators have been implemented, namely; indicators of commitment, policy, institutions, disaggregated data and community participation, while the other two indicators; resources and analysis tools have not been implemented optimally.

The PUG Working Group as the driving force in ensuring the implementation of the PUG policy strategy must carry out more intensive coordination and evaluation so that all indicators of the implementation of this PUG Policy can be carried out properly. Based on the results of research on the seven PUG prerequisite indicators, it can be seen that the problems in implementing the PUG policy strategy are in the resource indicators and analysis tool indicators. Based on the results of research on the seven PUG policy implementation prerequisite indicators, it is known that policy implementation must be followed by obedience and compliance at the technical level of implementing activities. Policy implementation is not only made when the policy is issued, but the completeness of institutional elements must also be met so that the policy can be implemented properly.

#### 4. Conclusion and Suggestion

Based on the results of the research and discussion, the following conclusions can be drawn:

1. The effectiveness of the implementation of the PUG policy in regional development in Bengkulu Province is included in the category of less than good, this means that the implementation of the policy strategy has not run optimally, there are still many things that need to be done so that this PUG policy can be implemented properly.
2. The inhibiting and supporting factors for the implementation of the PUG policy strategy are as follows:

### Inhibiting Factors

- The implementation of the duties and functions of the PUG Working Group institution has not run optimally according to Regional Regulation Number 2 of 2016;
- weak coordination and synergy between members;
- The understanding and commitment of policy makers regarding the importance of integrating gender perspectives in all fields and stages of development is still low;
- Lack of socialization and advocacy for the implementation of the PUG policy;
- Weak budget support and capacity of implementing human resources.

### Supporting Factors

- High commitment of the local government to the implementation of the PUG policy, as stated in the 2021-2026 RPJMD
- Existence of Regulations, as well as legal regulations that clearly regulate the implementation of the PUG policy strategy
- Community support and participation in the form of NGOs, Gender Study Centers, Women's Study Centers, Women's Organizations and Women's Figures who sit in the Legislature, in the implementation of the PUG Policy

Based on the conclusions of the research results, the researcher has several suggestions that can be considered by the Regional Government to be able to increase the effectiveness of the implementation of the PUG Policy in Regional Development in Bengkulu Province:

1. Activate all tasks and functions of the PUG institution, namely the PUG Working Group, PPRG Team and Focal Point.
2. Increase socialization and advocacy for the implementation of the PUG policy to all OPDs
3. Maximize supervision of the implementation of the PUG policy by implementing a reward and punisher system.

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