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# The Urgency of Gender Mainstreaming Regional Draft in Jombang Regency

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## ABSTRACT

The implementation of national development must be able to improve the quality of human life as a whole, which gives justice to all parties. There are various regulations focused on Gender Mainstreaming (GM) development, namely: (1) President Instruction Number 09 Year 2000 concerning GM; (2) Minister of Affairs Regulation Number 15 Year 2008 concerning guidelines for the Implementation of GM in the Regions; (3) Minister of Finance Regulation Number 111 of 2011 concerning Finance gender budgeting statements; (4) East Java Governor Regulation No. 93 of 2018 concerning the East Java GM Regional Action Plan 2018-2019. The substance of this paper explains the urgency of the Drafting of Local Regulation on Gender Mainstreaming (GM) in Jombang district. The design used is exploratory study, the questionnaire was chosen as a data collection technique, with the percentage of data analysis techniques. The subject of this research is the Regional Government Work Unit (the so called SKPD) in the district of Jombang. The results of this study indicate that there are six urgencies in the preparation of this draft regulation; (1) Development planning, implementation and evaluation in various SKPDs, not yet gender responsive; (2) GM Draft Regulation as a follow up to the higher laws and regulations; (3) The preparation of the GM Regional Draft must consider the characteristics, socio-cultural aspects, social, religious norms, to regulate the scope of women's involvement; (4) The draft GM Regulation prepared must be comprehensive, clear and general in nature; (5) The process of drafting the draft regulation must involve relevant agencies, community leaders and universities; (5) Hoping that the Regional People's Representative Council (the so called DPRD) has a good commitment, to immediately ratify the Regional Draft to be a GM Regional Regulation, which will be socialized in a still manner, guided the implementation of development so as to be able to realize complete human development. The results of this study are used as a basis for the preparation of the Jombang GM Regional Regulation.

**Keywords:** Urgency, Regional Draft, Gender Mainstreaming, Exploratory Study

## 1. INTRODUCTION

There are various practices of gender mainstreaming, both at the political, policy and strategy levels to fight for gender equality. While at the theoretical level, gender mainstreaming continues to undergo a process of concept revision, reinvention, restructuring and rebranding in accordance with contemporary era policies [1]. Gender mainstreaming becomes a gender equality strategy, aiming to change organizational processes and practices by eliminating existing gender biases. Because it involves existing actors, gender mainstreaming often requires compromise with the holders of power.

Sometimes this can be a limiting factor in the process of transformation, including a conflict of interest between business and feminist goals [2]. Gender mainstreaming is open and potentially transformative, depending on feminist scholars, activists and policy makers [3].

Gender mainstreaming initially emerged in 1996 with the aim of fighting for gender equality in all EU policies, the context of which was international mobilization and women's issues. In practice, this goal is used to neutralize positive actions in the implementation of political decision making. The challenge is the gender distribution of political power over policy institutions, human,

technical and financial resources, resulting in policy softening and institutional weakness in the political and administrative hierarchy [4]. The perception emerged that gender mainstreaming might be helpful but not enough to advance gender equality, and they suggested that the Government focus more on the practice and monitoring of the women's rights movement. There are five processes to reduce the potential for transforming gender mainstreaming, namely ignoring gender discourse, gender inertia, reducing gender norms, embracing discursive hybridity and minimizing the budget calculation [5].

The implementation of gender mainstreaming throughout the world does not necessarily produce progress for women, it is closely related to policies and programs that provide space for women [6]. Gender mainstreaming is often ignored in the preparation of state regulations. In case there is a relationship between gender mainstreaming and community change [7]. Talking about the implementation of gender mainstreaming, it is often associated with policies in various fields such as health, technology and communication, home rehabilitation, management of people's lives and protection of community rights (migrants). In the health sector, for example, gender mainstreaming emerges on the basis of meeting women's needs [8].

### ***1.1. Related Work***

Gender issues raised by the United Nations, try to compare the successful implementation of local knowledge in implementing gender mainstreaming [9]. The Egyptian government is confronted with different views, between the "gender equality" and "mainstream" agenda [10]. To achieve successful implementation of gender mainstreaming, governments and organizations need to increase commitment to placing men and cultural elements, and build consensus on the issue of equality between women's groups.

In the field of slum rehabilitation, the implementation of gender mainstreaming is faced with problems of communication and cooperative management. Lack of communication and vocabulary differences regarding gender mainstreaming give rise to sentiment among key stakeholders, namely policy makers, cooperative management, architects and women's group organizations [11].

In the field of water management, implementing gender mainstreaming does not always produce different models and results. Efforts to integrate the gender dimension in policy, by strengthening models that involve various stakeholders and examining in depth various values, become one of the methods for integrating responsive gender into the water management model [12].

In Zimbabwe, the government has put gender mainstreaming at the ministerial level, but the implementation of smaller departments does not yet have a clear gender policy. For example regarding the reform of the water sector, the majority of poor men and women are not involved. This is because the Zimbabwe National Water Authority Act does not address gender explicitly [13].

In the area of protecting women's rights, applicable laws often include "gender" to some extent, but ignore the "integration" of the partial protection of women migrants against discriminatory practices in the workplace. For example, gender mainstreaming in Sweden and Germany. Swedish law is more gender sensitive and has been integrated with various fields, compared to Germany [14]. On the other hand, policy documents also have a role in gender mainstreaming. In the European Union, for example, when gender mainstreaming comes in contact with horizontal policies, structure and roles do not function properly. This happens because in the policy document there is no gender mainstreaming [15]. Meanwhile in Taiwan, succeeded in institutionalizing gender mainstreaming in all central governments, including forming gender equality committees in all ministries [16]. This success lies in the ability to take advantage of political opportunities, motivate and confrontational tactics to increase social capital. Improving the implementation of gender mainstreaming and reducing bureaucratic resistance is demonstrated in a gender equality mechanism that allows civil society groups to be involved in the decision-making process and opportunities for dialogue between feminists and state actors.

### ***1.2. Our Contribution***

Meanwhile in Indonesia, the implementation of national development must be able to improve the quality of human life as a whole, which is gender responsive. Various laws and regulations have been issued as a basis for the implementation of gender responsive development, both at the central level to the regional level. These laws and regulations, namely: (1) Presidential Instruction No. 09 of 2000 concerning GM; (2) Regulation of the Minister of Home Affairs Number 15 of 2008 concerning Guidelines on the Implementation of GM in Regions; (3) Regulation of the Minister of Finance No. 111 of 2011 concerning gender budgetting statements; (4) East Java Governor Regulation No. 93 of 2018 concerning the East Java GM Regional Action Plan 2018-2019. Jombang Regency, one of the regencies in East Java Province, is required to have a Regional Regulation on GM. The substance of this paper explains the urgency of the Drafting of Local Regulation on Gender Mainstreaming in Jombang district.

**2. METHOD**

The research design used is an exploratory study. The focus of this research is the urgency of drafting the Regional Regulation (GM) of Gender Mainstreaming in Jombang Regency. This urgency is examined from six aspects, namely: (1) Condition of Jombang GM (before there was a draft regulation); (2) Synergy of the GM Regional Regulation with Regulations and Regulations; (3) Sociological Considerations of GM; (4) GM Regional Draft Model prepared; (5) GM Preparation Process, and; (6) Expectations on the draft GM draft prepared. The sample of this study was 30 people, representatives of SKPD in the environment of Jombang Regency. Data collection techniques using questionnaires, by a scale as follows: 5 = very good, 4 = good, 3 = enough, 2 = less and 1 = very less. Data analysis techniques using descriptive statistics with percentage techniques.

**3. RESULTS AND DISCUSSION**

Prior to a discussion of each indicators for the preparation of the Regional Regulation on Gender Mainstreaming in Jombang district Draft, namely: (1) The condition of GM in Jombang (before there was a Raperda); (2) The synergy of the GM Raperda with the Legislation; (3) GM Sociological Considerations; (4) the GM Raperda Model that has been prepared; (5) GM Compilation Process, and; (6) Expectations for the draft local regulations on GM that have been prepared. The description of arguments from SKPD about the importance of GM Rapeda in Jombang district can be seen in the following table;

**Table 1.** The Recapitulation of Urgency in Drafting the Gender Mainstreaming Regulation in Jombang District

No	Aspects assessed	Scale / Percentage		
		3	4	5
<b>Current Conditions of Gender Mainstreaming (prior to the Draft Regulation)</b>				
1	Regional Planning, implementing and evaluating SKPD Activities have not been gender responsive		5 (17%)	25 (83%)
2	Various SKPD activities have not placed women in line with men	5 (17%)	10 (33%)	15 (50%)
3	women do not yet have space to participate in village government optimally		2 (7%)	28 (93%)

4	in the various committees, women are strategically positioned less than		5 (17 %)	25 (83%)
5	implementation of development has not placed women in line with men		4 (13%)	26 (87%)
<b>Synergy of the GM Regional Draft and Laws</b>				
6	GM Regional Draft must be prepared to provide a legal basis for Jombang GM		2 (7 %)	28 (93%)
7	GM Regional Draft is a form of implementation of East Java Governor's Regulation No. 93 of 2018 concerning East Java Regional Action Plan			30 (100% )
8	Draft Regulation on GM will provide a guarantee of the implementation of full human development		6 (20%)	24 (80%)
<b>Sociological Considerations of GM</b>				
9	Substance of the draft regulation must consider the value of norms that exist in society		4 (13 %)	26 (87%)
10	Substance of the draft law must consider the characteristics of the community		5 (17%)	25 (83%)
11	Substance of the draft law must consider the religious values of the community		3 (10%)	27 (90%)
12	Substance of the draft law regulates the involvement of women in public space	10 (33%)	5 (17%)	15 (50%)
<b>GM Regional Draft Model prepared</b>				
13	General provisions of the Regional Draft Regulation must contain all components related to the substance in question		5 (17%)	25 (83%)

14	Regional Draft Regulation must contain clear aspects of planning, implementation, evaluation to sanctions related to GM		3 (10%)	27 (90%)
15	Regional Draft Regulation must contain general matters	5 (17%)	10 (33%)	15 (50%)
16	Regional Draft Regulation GM must explicitly regulate budget sources		7 (13%)	23 (77%)
17	GM Regional Draft must regulate as a strict statement on the involvement of the Village Government		5 (17%)	25 (83%)
18	Regional Draft must use simple, clear and easy to understand language	5 (17%)	10 (33%)	15 (50%)
<b>GM Preparation Process</b>				
19	The Draft Preparation involves various Related SKPD			30 (100%)
20	Preparation of Draft Regulation involving community leaders		1 (3%)	29 (97%)
21	Drafting of Draft Regulation involving Higher Education	5 (17%)	6 (20%)	19 (63%)
<b>Expectations for GM Drafted</b>				
22	Jombang Regency DPRD must have a good commitment to GM Regional Draft		8 (10%)	22 (90%)
23	GM Regional Regulations are widely disseminated both at the SKPD level and the wider community		2 (7%)	28 (93%)
24	GM Regional Regulations are guided in implementing development		6 (20%)	24 (80%)

25	GM regulations become a legal basis for women's involvement in development			30 (100%)
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**Remarks:**

n = 30

scale:

5 = strongly agree,

4 = agree,

3 = doubtful,

2 = disagree

and 1 = strongly disagree

Based on the recapitulation table of the urgency of drafting the Regional Regulation on Gender Mainstreaming in Jombang Regency, it can be categorized into six things. First, the condition of GM Jombang (before there was a draft regulation). This section explains the conditions in SKPD, related to gender responsiveness. Regarding the statement of planning, implementation and evaluation of activities in the SKPD not yet gender responsive, 25 people (83%) stated strongly agree and only 5 people (17%) asked to agree. Therefore, there is a perception that various activities carried out in various SKPDs have not placed women on equal footing with men. Related to this assumption 15 people (50%) expressed strongly agree; 10 people (33%) agreed, and the rest (17%) expressed doubt. Some of them are of the view that there are conscious differences in treatment between men and women in development. Others still believe that women should not be treated the same as men.

Meanwhile in the Village Government's activities, when it was stated that women did not yet have an optimal space to participate in the Village Government, the majority (93%) stated strongly agree and only 7% agreed. The various activities of the Village Government are dominated by men. If only involved in things that are less strategic (83%), for example the consumption, the reception, preparing the room. Whereas decision making on various policies is still done by men. This condition is confirmed by the statement that the majority (87%) of them said that the implementation of development in Jombang had not placed women equal to men. Women's involvement in development is based on values and norms that develop in society.

Secondly, the synergy between the GM Draft Local Regulation and the Laws and Regulations. When viewed from the perspective of the relationship between GM and various laws and regulations, opinions arise as follows; (1) they strongly agree (93%) that the GM Draft Regulation must be prepared to provide the legal basis for Jombang GM; (2) they agreed (100%) that the Jombang GM Draft Regulation was a form of implementation of

East Java Governor's Regulation No. 93 of 2018 concerning the East Java Regional Action Plan, and (3) among them (80%) strongly agreed that the draft GM will provide a guarantee for the implementation of full human development.

Third, the Sociological Consideration of GM. In connection with this consideration, they strongly agree that in the preparation of the GM Draft Local Regulation, consider the value of community norms (87%); consider community characteristics (83%), and; must consider the religious values of the people (90%). While related to the statement that the substance of the draft regulation regulates the involvement of women in the public sphere, various views emerged that 15 people (50%) strongly agreed, 5 people (17%) agreed and 10 people (33%) expressed doubt, some of them wanted The draft GM also reaches domestic space.

Fourth, GM Regional Draft Model compiled. There are three things which according to them strongly agree, namely: (1) General provisions of the Regional Draft Regulation must contain all components related to the substance in question (83%); (2) the draft regulation must contain clearly aspects of planning, implementation, evaluation to sanctions (90%); (3) GM Draft Local Regulation must strictly regulate the involvement of the Village Government (83%). Furthermore, among them have different views, namely: (1) the draft regulation must contain the main elements, half of them stated strongly agree (50%), 5 people (10%) agreed and the rest (17%) expressed doubt. He believes that if it is not regulated in detail, there are fears of being abused; (2) related to GM budget sources, namely the GM Draft Regulation must regulate explicitly the source of the budget, 27 people (90%) of them stated strongly agree and only 7 people (10%) stated agreed; (3) related to the draft regulation must use language that is simple, clear and easy to understand, 50% strongly agree, 33% agree and the rest (17%) express doubt.

Fifth, GM Preparation Process. Regarding the process of drafting the draft GM, they strongly agree; must involve various relevant institution (100%); community leaders (97%) and Higher Education (63%). Related to the biblical status of Higher Education there is concern that Higher Education will bring theoretical issues about gender, which will change the norms that have been institutionalized in society.

Sixth, Hope for the draft GM Regional Drafted. There are four important things related to this expectation, they strongly agree: (1) if the Jombang Regency DPRD must have a good commitment to the GM Regional Draft (83%). This commitment is seen as having the power to immediately discuss and ratify the draft law to become a GM regulation; (2) GM Regional Regulation widely disseminated to all levels of SKPD and the wider community (93%); (3) GM Regional Regulation is guided in implementing development (80%), and; (4)

GM Regional Regulation becomes the legal basis for women's involvement in development (100%). They have great hopes that the draft that has been drafted, will soon be ratified by the Jombang District Parliament to become the GM Regional Regulation, socialized, understood, and followed by relevant parties.

Another research also show us that may need more effort in reconstructing and theorizing gender realities through local conceptual repertoires in order to better design gender mainstreaming that are attuned to local normative or regulation system [17]. From those conclusion and the result of this research, we suggest that the preparation of the Jombang GM Regional Regulation is important. The regulation system which could reconstruct better gender mainstreaming that suitable with local normative value.

#### **4. CONCLUSION**

There are six urgencies in the preparation of the Jombang GM Regional Regulation; (1) at the moment (until 2019) development planning, implementation and evaluation of various SKPDs have not been gender responsive, so that the role of women in development is not equal to men; (2) Jombang GM Regional Regulation must be immediately compiled, as a follow-up to the higher laws and regulations, which govern GM; (3) In drafting the GM Regional Draft Regulation, it must consider aspects of the characteristics of socio-cultural conditions, social values, religious norms prevailing in the community to regulate the scope of women's involvement; (4) The draft GM Regional Draft prepared must contain general provisions that are clear, comprehensive and general in nature, while those of a technical nature will be regulated in a Regent Regulation; (5) The process of drafting the GM Regional Draft Regulation must involve relevant agencies, community leaders and universities; (5) It is hoped that the DPRD has a good commitment, to ratify the draft law immediately into the GM Regional Regulation, which will be socialized in a still manner, guided in the implementation of development so as to be able to realize complete human development.

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