

## Gender Analysis of Women's Empowerment by Village Government (Study in Rea Village, Binuang District, Polewali Mandar)

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### Abstract

*This research aims to analyze women's empowerment in the village government from the gender aspect. The type of research is field research located in Rea Village, Binuang District, Polewali Regency. Data were collected through interviews, document studies and literature. The collected data were analyzed with a qualitative analysis model. The results of this study reveal that, women's empowerment in the Rea Village Office, Binuang District, Polewali Regency has been seen. This is evidenced by the process of recruiting village officials who are balanced between men and women and human resource development programs specifically for women. However, some gender analysis instruments have not been fulfilled, such as the fulfillment of the WID (Women in Development) and GAD (Gender and Development) policy matrices. This is due to the absence of resources (village officials) that focus on gender analysis in empowering women in village institutions.*

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### Abstrak

Penelitian ini bertujuan untuk menganalisis pemberdayaan perempuan di pemerintah desa dari aspek gender. Jenis penelitian yaitu penelitian lapangan yang berlokasi di Desa Rea, Kecamatan Binuang, Kabupaten Polewali. Pengumpulan data melalui wawancara, studi dokumen dan pustaka. Data yang terkumpul dianalisis dengan model analisis kualitatif. Hasil penelitian ini mengungkapkan bahwa, pemberdayaan perempuan di Kantor Desa Rea, Kecamatan Binuang, Kabupaten Polewali sudah terlihat. Hal ini dibuktikan dengan proses penerimaan perangkat desa yang seimbang antara laki-laki dengan perempuan dan program pengembangan sumber daya manusia yang dikhususkan pada perempuan. Meskipun demikian beberapa instrumen analisis gender belum terpenuhi seperti, pemenuhan matriks kebijakan WID (*Women in Development*) dan GAD (*Gender and Development*). Hal ini dikarenakan belum adanya sumber daya (perangkat desa) yang fokus pada analisis gender dalam pemberdayaan perempuan di kelembagaan desa.

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## 1. INTRODUCTION

The perception of women as the second class of society is still present in the minds of some people. This perception also influences views on the role of women in social and political life, which sometimes gives rise to neglect of women.

Neglect of the existence of women in social and state life is not something that comes down from the sky. Many factors shape and influence the formation of cultural, social and state of systems which ignoring women or placing women as second class human beings. In the cultural and social system of most Indonesian people, women are perceived and positioned solely for their reproductive function. Because of their reproductive function, women are thought to only be able to be at home to continue their offspring by giving birth and caring for the children they give birth to. Unfortunately, women who are at home also have to do all the housework which is considered and categorized as domestic work, and can only be charged or done by women (Palulungan, 2022:2).

The stigma that women are in domestic positions is considered to be one of the things that causes women to be late in taking part in politics. One indicator is that the number of women holding public office is still very small. This phenomenon occurs not only at the elite or central level, but also has an impact at the local or regional level. The role of women

is not yet visible in providing and formulating solutions to social problems in their area, especially problems for women themselves.

Village development in the context of community empowerment to build community independence and welfare needs to be carried out in order to form and create a civil society. The process must focus on the participation and involvement of all elements of society in the village as a driving factor. The key to implementing development so that it can run optimally is to utilize all local resources available in the village, human resources must also be utilized well, without viewing gender bias as a divider between men and women (Hadiyah: 2013). If you look at big cities, women who are active in industry and offices are productive working women. Women are an important part of the economic development process, and they also play an important role in various fields. Women are proven to be entrepreneurs and start their own businesses based on existing economic needs and opportunities.<sup>1</sup> This proves that currently women can no longer be seen as a marginalized group. To create maximum collaboration in building a better village, collaboration between various elements must be invited to unite one vision and mission without dichotomizing gender as a gap that separates them (Sofia: 2009).

One of the interesting villages used as research material is East Rea Village, which is located in Binuang District, Polewali Regency, West Sulawesi Province. Geographically, Rea Village is located in a coastal and mountainous area which is crossed by a provincial connecting road. Based on initial observations, women's empowerment in the village is starting to appear even though the community has not received specific education about gender equality. The role of women in the public sector has been seen, for example, women in coastal areas who help manage fish caught from their husbands to make shredded meat as a side dish that can last a long time and can be commercialized, seaweed which is processed into dry jelly, dried shellfish shaped like accessories. Meanwhile, women in mountainside areas can be seen on the side of village roads selling fruit harvested during certain seasons. In terms of education too, in this village there is a fairly large and oldest Islamic boarding school in West Sulawesi that provides guidance and empowerment for women around the Islamic boarding school.

The description of the conditions in Rea Village is interesting for research using gender analysis, as social conditions in the village begin to shift towards more optimal empowerment of women. However, what is not yet visible is the role of women in village institutions, considering that the village government has a central role with financial assistance from the central government to improve the welfare of its community, especially women.

Actually there is many efforts have been implemented to increase women's empowerment in resource-poor areas, such as training Skills of life, business or financial training, trade or professional training, as well as microcredit, larger loans, and grants (Kate, 2021). However, a common problem is the lack of in-depth research in coastal/marine areas (Maricela, 2017). Based on this description, the formulation of the problem that will be examined in this research is what is the role of women in institutions in Rea Village, Binuang District, Polewali Regency from a Gender perspective? What factors support and inhibit women's empowerment in East Rea Village, Binuang District, Polewali Regency?

## 2. RESEARCH METHOD

This research is field research located in Rea Village, Binuang District, Polewali Regency, West Sulawesi. Source data in this research there are two, namely primary data sources which consist of results of interviews regarding the role of women in the

institutionalization of East Rea Village, Binuang District, Polewali Regency as well as supporting and inhibiting factors in empowering women in. Other primary data is in the form of written documents related to research formulations, such as organizational structure and others. The secondary data in this research is data in the form of research journals or scientific books that discuss gender analysis and the role of women which will support this research process.

The data sources were collected using data collection techniques, namely: Interviews, documentaries and library literature studies. The collected data was then analyzed using interactive model qualitative data analysis techniques by Miles and Huberman (1992), namely in the form of data reduction, data presentation, and drawing conclusions/verification as something that intertwines before, during, and after data collection in the form of parallel, to build a common insight called analysis. There are several general indicators that will be analyzed with this model, women's empowerment in village institutions, Gender Profile and Disaggregated Data, as well as village policy documents. These indicators consist of several questions that support each indicator.

### 3. RESEARCH RESULTS AND DISCUSSION

#### a. Rea Village Profile

Rea Village is one of 10 villages and sub-districts in the Binuang District, Kab. Polewali Mandar is the result of the expansion of Amassangan Village. Geographically, the Rea Village area is located in the eastern part of the Polewali Mandar Regency. The total area of Rea Village is ± 171.75 Ha, with details of land use, namely rice fields covering an area of 37.2 Ha, plantations covering an area of 21.8 Ha, settlements covering an area of 36.2 Ha. Offices/public facilities covering an area of 9.5 Ha, Forest and sleeping land covering an area of 26.9 Ha.

The Rea Village government office is located on the side of the main axis road connecting South Sulawesi Province with West Sulawesi Province. There are several village officials who are managers at the Rea Village office, namely Zaifullah as Village Head, Rakhmat Aditya Wardhana Village Secretary, Wahdania as Head of the Government Section, Hastuti as Section Head Well-being, Mardiana as head of the service section, Abd. Asis as Head of the Planning Affairs Section, Nureni as Head of Business and Household Affairs, and Harsono Head of Financial Affairs. Meanwhile, there are 6 other apparatus as the Village Consultative Body and Hamlet Head. The organizational structure of the Rea Village apparatus can be described in the structure chart below:

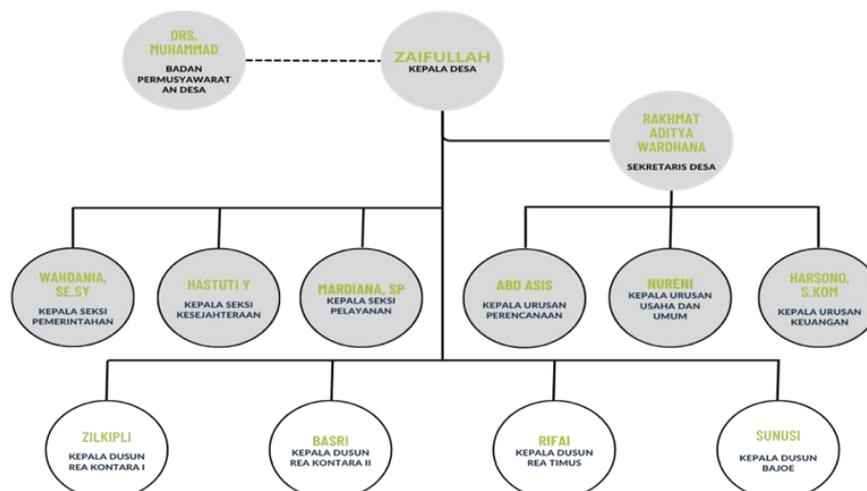


Figure 1

### b. Program of empowerment women in Rea Village

Basically, the current Rea Village development program is leaning towards physical development, however, the Rea Village Government is not neglecting this development human resources, especially women's empowerment, in realizing gender mainstreaming. This can be seen from the sharing of programs that have been implemented, namely:

1. Training on managing shredded fish ingredients was accompanied by the delivery of a spinner and shredded chopper.
2. Specific business skills training for boneless milkfish management carried out in the Bajoe hamlet area (one of the hamlets in Rea Village)
3. Family Empowerment and Welfare (PKK) through a 1 (one) week sewing training program for housewives. The output of this activity is the presence of an independent business for each family representative who has taken part in the training.
4. Training on palm sugar management and marketing for housewives was accompanied by the delivery of tools in the form of frying pans and spoons.
5. Training to increase the capacity of Posyandu cadres involving women to prevent the increase in stunting rates among young women starting at the age of 13 years.
6. Seaweed cultivation training involving women who live around coastal areas, focusing on the correct procedures for planting and harvesting seaweed.

All the activities mentioned above are organized with the aim of providing room and increasing women's involvement in village programs. Active participation of women is intended to increase their involvement in village officials and increase the productivity of the creative economy in the village. According to Rakhmat Aditya, this program is a women's empowerment program from the Rea Village government. "Actually, the programs we have been running so far are physical development programs, but not only there, even though we have done a lot of physical development. Many empowerment programs, especially for women, have also been implemented. "Because we are also aware that women in Rea Village are part of society, have the same rights," said Rakhmat Aditya.

Based on the data on the number of Rea Village officials above, if you compare the number of male and female village officials, it is 8:4, namely eight men and 4 women. Even though the quantity is not balanced, village leaders still distribute work fairly and in accordance with their main duties and functions. This number is not a policy of the Village Head or Village Secretary, but because there were only 4 who were willing and passed the selection when accepting village officials. Whoever has been a leader so far has never shown discrimination between men and women, this is proven by recruitment of village officials have always invited women for several years. Village Head Zaifullah said, "In our office we do not differentiate between men and women to work here, in fact we realize that women who become village officials here are really needed, one of which is to provide input on human resource development and development programs, especially women. ."

Basically, the process of recruiting women in the Rea Village government is carried out by considering the number of women present in accordance with Law Number 6 of 2014 concerning Villages, PP 43 of 2014, Ministry of Home Affairs 110 of 2016 and Regional Regulation number 7 of 2017. So far during recruitment the number of women involved has always met the number a minimum of 30%, even the Village Head encourages women's involvement in the village to reach a minimum of 50%. The steps taken to ensure women's participation are:

- 1) Training: Provide training to women in villages to increase the knowledge and skills needed to be involved in village governance.
- 2) Awareness and promotion: Conduct awareness campaigns to encourage women's participation in village governance and affirm their role in decision making.
- 3) Inclusive policies: Implement policies that support the inclusion of women in the recruitment and appointment process for various positions in village government.
- 4) Establishment of networks and support: Building networks and support between women in the village to support each other and strengthen their presence in village governance.
- 5) Balanced representation: Encourage equal representation between women and men in various village government institutions, such as the Village Consultative Body (BPD), and strive for women to occupy key positions. In the current management, the presence of women is 30%.
- 6) Removing barriers: Identifying and overcoming barriers that may prevent women from being involved in village governance, such as limited access to resources or social norms that limit women's role in decision making.
- 7) Leadership development: Encourage and support women to develop leadership skills so that they are better prepared and confident in taking on important roles in village governance.
- 8) Monitoring and evaluation: Conduct regular monitoring of the recruitment process and participation of women in village government, as well as evaluating the success of programs or policies that have been implemented

**c. Gender Understanding**

Understanding the concept of gender needs to begin with understanding the difference between the words sex and the words gender. Sex is a biological difference between sexes, while gender is a difference between sexes based on social construction or societal construction. In relation to this understanding of gender, Astiti stated that gender is the social relationship between men and women. Social relationships between men and women in daily life are formed and changed. Heddy Shri Ahimsha Putra (2000) emphasized that the term Gender can be divided into the following meanings: Gender as a foreign term with a certain meaning, Gender as a socio-cultural phenomenon, Gender as a social awareness, Gender as a socio-cultural issue, Gender as a concept for analysis, Gender as a perspective for viewing reality. The epistemology of gender research is generally based on the feminist paradigm which follows two theories, namely; Structural functionalism and conflict. The flow of structural functionalism departs from the assumption that a society consists of various parts that influence each other. This theory looks for the fundamental elements that influence society. Functionalist and sociological theories that are inherently conservative can be linked to the works of August Comte (1798-1857), Herbart Spincer (1820-1930), and many other scientists. In the book *Sex and Gender* written by Hilary M. Lips defines gender as cultural expectations for men and women. For example; Women are known as gentle, beautiful, emotional and motherly. Meanwhile, men are considered strong, rational, manly and mighty. The characteristics of these traits are interchangeable traits, for example, there are men who are gentle, and there are women who are strong, rational and powerful. Changes in the characteristics of these characteristics can occur from time to time and from place to place (Mansour Fakhri 1999: 8-9). In general, the definition of gender is the visible differences between men and women when viewed from values and behavior (Argyo, tt)

**d. Analysis of Gender on Women's Empowerment in Rea Village Institutions**

Gender analysis is a method or tool for detecting gender gaps or disparities through providing data and facts and information about gender, namely data disaggregated between men and women in the aspects of access, roles, control and benefits. Thus, gender analysis is the process of systematically analyzing data and information about men and women to identify and reveal the position, function, roles and responsibilities of men and women, as well as influencing factors. The main requirement for carrying out gender analysis is the availability of data disaggregated by sex. Disaggregated data is the value of variables that have been disaggregated between men and women based on the topic of discussion/matters of concern. Data consists of quantitative data (measured variable values, usually in the form of numeric) and qualitative data (unmeasurable variable values and often called attributes, usually in the form of information) (Herien, 2013: 9).

Gender analysis is the right tool and technique to find out whether there are gender problems or not by knowing gender disparities. With gender analysis, it is hoped that gender gaps can be identified and analyzed appropriately so that the causal factors and steps to solve the problem can be found. Gender analysis is very important, especially for decision makers and planners as well as academic researchers, because with gender analysis it is hoped that gender problems can be overcome or narrowed so that gender-oriented programs can be realized.

The Moser model analysis technique or Moser Framework was developed by Caroline Moser, a senior researcher in gender planning. This framework is based on the Gender and Development (GAD) approach. There are six tools used in this framework, namely:

1. Identify gender roles (three gender roles which include productive, reproductive and community/social work roles);
2. Gender Needs Assessment which includes meeting practical gender needs and gender strategic needs. Practical gender needs are related to daily life needs, for example meeting food, health, clean water sources, housing and household needs. Gender strategic needs relate to the conditions needed to change women's subordinate position, for example the elimination of acts of violence against women, equal and equal wages/salaries, equality in owning property, and access to credit and resources as well as women's control over their own bodies. ;
3. Separation of data/information based on gender;
4. Balancing gender roles between men and women in managing productive, reproductive and social/community activities and tasks;
5. WID (Women in Development) and GAD (Gender and Development) policy matrices to provide input regarding gender mainstreaming;
6. Involving stakeholders including women's organizations and other institutions in gender awareness in development planning (Novia, Ivanovich, 2013: 115).

Based on data, the number of women and men who are officers in Rea Village is 12 (twelve) people with a ratio of 8 men and 4 women. In terms of quantity, this number does not reflect the role of equality when viewed from the quantity aspect. However, if we look historically, female village officials have increased, because in previous periods the number of women who became village officials at the Rea Village office was considered very low. This increase in numbers is the beginning of progress for maximum women's empowerment at the Rea Village office. Rea Village officials or leaders also do not yet display the separation of data/information based on gender, but the entirety is displayed in the organizational chart structure

The division of roles carried out by the Rea Village leadership to working officials has not taken into account gender aspects, however the determination of these roles is

not biased because it is carried out through deliberation by asking for consideration and the willingness of village officials, both women and men, to carry out their main tasks and functions. This is confirmed by the results of interviews with staff who stated that there was no coercion in choosing which field to be placed in, one of which was Mrs. Ma Prize.

One thing that has not been fulfilled by the Rea Village institutions is that there is no WID (Women in Development) and GAD (Gender and Development) policy matrix to provide input regarding gender mainstreaming. Based on observations and interviews with village officials, it can be analyzed that this matrix is not yet available. The factor that influences the non-fulfillment of some of these gender tools is the limited resources that focus on gender mainstreaming. Apart from that, women's desire to participate in Rea Village institutions is still relatively minimal.

However, the Village Head and Village Secretary continue to strive to play an active role in gender mainstreaming. This was conveyed by Rakhmat Village Secretary Aditya Wardana, 'We understand that human resources in this office are still limited and no one has focused on studying gender, but that does not mean we ignore this issue. Only our human resources are still lacking because there is a lot of work that needs to be done, we are very open and ready to accept input for community development, especially in terms of women's empowerment.' This indicates that village officials are basically collectively aware of the importance of gender equality. One concrete step in implementing gender instruments is in receiving resources that provide equal portions for men and women with a portion of 50%, this amount exceeds the 30% portion (for women) that has been determined in the Legislation.

#### 4. CONCLUSION

Women's empowerment in Rea Village institutions has been implemented for a long time, this is proven by human resource development both through the PKK and directly from the Rea Village Government. Village officials' awareness regarding women's rights already exists and has an impact on the role of women in Rea Village institutions, starting from the recruitment of village officials who do not differentiate between men and women to the division of work roles in the village which is carried out with the principle of equal roles for men and women, this is a supporting factor in realizing gender mainstreaming. However, in planning, implementing and evaluating village programs, the village government has not explicitly involved gender analysis tools or instruments in the program. The factors inhibiting the implementation of the involvement of gender analysis tools or instruments are the lack of resources that focus on gender studies in the management of village apparatus. In addition, the lack of interest of women who are actively involved in village institutions is also an inhibiting factor in realizing or involving gender analysis instruments for women's empowerment. .

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