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PORTRAIT OF GENDER PERSPECTIVE POLICIES AND PROGRAMS IN THE SUMBA DISTRICT OFFICE: LEARN FROM THE IMPACT OF BARSHA PUMP USAGE ON ACCESS WATER FOR FARMERS

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ABSTRACT

The purpose of this paper is to identify and analyze policies with gender perspective programs in the institutional environment, as well as constraints in implementing a gender perspective program especially for farmers. Finally learn from the case of pump barsha program toward access and control for women. This research uses the qualitative descriptive method. Data gathered arrived from conducted interviews and focus group discussions. Results show that the Indonesian government have many regulation and policies at National level to reach the gender equality and justice. The majority of government offices in the East Sumba district have no gender perspective policies and programs. This is mainly due to the lack of funding, lack of collaboration among institution and enhanced human resources. In addition, the influence of patriarchal culture still dominates the societal life in Sumba and political institutions, in general, have no solid and serving commitment towards women empowerment. Therefore, the mentioned factors have significant influence towards access, participation and control for women farmers which are the bare minimum. In the future, it is necessary to formulate gender perspective policies and programs by integrating needs, access, control in order to produce equal benefits for men and women both in institutional environment and among group of farmers.

Keywords: programs, policies, and gender and service priorities

INTRODUCTION

The foundation of gender equality and justice is an important issue in Indonesia that has not come to realization. This is due to the low level of women's participation as policy makers in the public sphere, as revealed by Christine Chinkin that one of the obstacles to gender mainstreaming is limited political participation by women¹. To overcome the limited representation of women, the government has implemented several regulations concerning the 30% obligatory quota for women candidates is one of the major achievements in the course of Indonesia's post reformation of democracy. These rules are contained in a number of laws, namely Law No 31 Year 2002 and Law No 2 Year 2008 regarding political parties, and Law No 12 Year 2003 regarding general election, Law No 10 Year 2008 concerning the general election of the parliament and provincial parliament which also includes regulations in connection with the 2009 election².

During 2004 election, as many as 65 women successfully attained cabinet seats in the parliament. It makes up only 11.82% of women representatives. In the 2009 election, the percentage of women in the parliament experienced an increase as much as 17.86%, yet unfortunately the number decreased to 17.32% in the 2014 election. Presently, the Indonesia's parliament consist of 560 members with 97 women respectively. This number

¹ Christine Chinkin. 2001. Gender Mainstreaming in Legal and Constitutional Affairs. London: Commonwealth Screamiat. Page. 16.

² <https://news.detik.com/kolom/d-4174432/keterwakilan-perempuan-dalam-politik>

shows that the minimum quota of 30% for women have not been fulfilled to its maximum potential. Political parties must carry out this provision in order to participate in the election. Law No. 10 of 2008 Article 2 supports the women representatives and regulates the zipper system which endorses one out of every three candidates for the legislative system to be a woman. Although the representation of women in the realm of political practice has been encouraged through various policies, the results and implementation are far from favorable³.

Likewise, the role of women in agriculture is nondifferent that their counterparts in the parliament. Access to credit for women farmers is limited, formal land acquisition and cultivated land tenure are still in the hands of men farmers (husbands), however agricultural activities lies in the hands of women (wives)⁴. Women's participation is either highly limited and even in different situations they have no authority in any decision making process regarding agricultural business. Agricultural tools and machineries are designed to be used easily by male farmers, but not female farmers.⁵

A crucial aspect regarding gender mainstreaming first lies in the importance of top level political commitment, the responsibility of integrating gender perspectives in all policies, programs and projects. Second aspect is the relationship between internal and external transformation and third is the insitutional mechanism. In addition, gender integration in development policy have not been optimized⁶ due to the lack of cooperation between parties in policy making.

To improve the above mentioned gap, the Indonesian government has taken several steps beginning from creating policies and programs which embraces gender perspective. International agreements on the MDGs are also a reference in development in Indonesia. The Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming in National Development are instructed to the Minister, Head of LPND, The head of Secretariat of the Institution State and the highest State Institutions, TNI Commander, Chief of Police, Attorney General, Governors and Head of Regency/Mayor to implement gender mainstreaming for planning, drafting, implementing, monitoring and evaluating the national development policies and programs with gender perspective in accordance with their respective fields, duties, functions and authorities. The same policy is stated in the Decree of the State Minister for Empowerment of Women No. 23/SK/MENEG.PP/VI/2001 concerning Guidelines for Establishing Minimum Service Standard (SPM) for Empowering Women in Provinces, Districts/Cities as Autonomous Regions.⁷ The Decree of the Minister of Home Affairs (Kepmendagri) No. 132 of 2003 concerning General Guidelines for PUG Implementation in development in the regions instructs every government institution to implement PUG, the 1945 Constitution specifically Article 4 Paragraph 1, Article 27 Paragraph 2, and Article 33.

Many gender issues are found in agriculture because they are closely related to improving people's welfare. The issue of gender equality is more specifically reflected in terms of access

³ ibid

⁴ Asma Luthfi. 2010. Akses dan Kontrol Perempuan Petani Penggarap Pada Lahan Pertanian PTPN IX Kebun Merbuh. *Komunitas 2 (2)* (2010): 74.
<http://Journal.unnes.ac.id/nju/index.php/komunitas>

⁵ https://www.academia.edu/29818839/analisis_studi_pada_instansi_pemerintah_sektor_pertanian_Province_Aceh.

⁶ Khairwati dkk, 2011. *Optimizing Performance on Gender Maistreaming Working Group in Implementing Minister of Internal affair's Regulation No 15 Of 2008 In West Kalimantan Province*. Paper On Gender Maistreaming , Women Empowerment and Child Protection Jakarta, 16-17 March 2011.

to opportunities and participation in decision-making processes, control of resources, and the acquisition of benefits from development outcomes. One action have been done in 2019 by the State Minister for Women's Empowerment and Child Protection by signed a memorandum of understanding with the Minister of Agriculture about increasing the effectiveness of gender mainstreaming in agriculture. The cooperation aims to benefit the various results of agricultural development by all levels of society, both men and women. However the implemetation and evaluation not yet been done (<https://www.kemenpppa.go.id/index.php/page/read/29/231/press-release-kesetaraan-gender-di-bidang-pertanian>)

The island of Sumba is one of the driest regions in Indonesia and it brings a great challenge for people who works in the field of agriculture. The most substantial problem for farmers in Sumba is the need for water for various purposes, such as household activities and irrigation for their fields during the dry season. Women must walk approximately 12 km to a well in order to wash their clothes once a week⁸. Several actions have been taken to overcome water scarcity by the Ministry of Environment and Forestry in collaboration with the NTT Bappeda through the SPARC project and implemented by Koppesda, the local NGO, with supervision from the UNDP. However, the results still undergoes evaluation. Generally, a project depends on the availability of funds and continuity⁹. Since 2017, several groups of farmers have used the Barsha pmps which are water-powered pumps. These pumps allows farmers to water needs for household purposes and field irrigation during the dry season. This program is carried out by the Radio Max Waingapu Foundation as an institution that collaborates with Delft University, A'Qysta, and Merdeka University of Malang. The local government has introduced the real benefits of the Barsha pumps so that women may have access to water and have further positive impacts on the lives of farmers.¹⁰

OBJECTIVES OF STUDY

This paper aims to identify and analyze gender perspective policies and programs in the governmental plane in Waingapu Regency, East Sumba. In addition, it also reviews the constraints experienced in creating policies and implementing different programs. Furthermore, it discusses the increasing access and control for women following the Barsha pump program.

RESEARCH METHOD

This research arrive as a descriptive research in the first year in order to identify and analyze policies and programs that are owned by the governmental departments within the Waingapu District in Sumba, especially those geared towards female farmers. Primary data were collected in two phases. Firstly, an interview was conducted with the local institutions, Women farmer groups and farmers. Secondly, group discussions were held to attain a more in-depth information in connection with creating policies and programs for the government of Sumba districts. Sensitive gender analysis were used to examine the parties who will determine policies in all levels, (2) the parties who will benefit from projects and programs such as knowledge, jobs, and training, the beneficiaries and controller of upcoming policies, and whether female farmers of various backgrounds (age, ethnicity, religion and level of income) will attain fair benefits.

⁸ <http://kupang.tribunnews.com/2018/08/07/heinrich-dominggus-dengi-ingin-petani-sukses>

⁹ <https://undpid.exposure.co/pompa-air-yang-mengubah-kehidupan-di-sumba-timur>

¹⁰ *ibid*

CONCEPTS AND THEORY

Gender Concept

Gender is an socially inherited and constructed trait in men and women. As a result, there are differences in roles and responsibilities carried out by men and women which can cause ultimate changes in the running of society.¹¹

Mainstreaming a gender perspective is the process of assessing the implication for women and men of any planned action, including legislation, policies or programs, in any or at all level. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation. The ultimate goal is to achieve gender equality.¹² In practice, gender mainstreaming involves four principled phases. Phase 1: Data sorting based on sex and information gathered from gender analysis. Phase 2: Both men and women influence the development of agendas. Phase 3: Create connections between actions to promote gender equality. Phase 4: Capacity building and changes in the organizations.¹³

Theory of Gender Needs

One effective approach to achieve gender equality and justice is by meeting gender needs, such as practical and strategic. Practical needs are usually manifested and used directly based on women's gender role. These needs include access to water, oil, sanitation facilities, transportation, credit, etc. Strategic needs are necessities which needs to be fought in a relatively extended amount of time, for example equal rights to wealth, salaries, equal treatment for women and men. This research will try to prioritize and achieve practical needs. Several beneficial impacts which can be attained in using GMS are as follows. a.) Policies and programs will be achieved if they are considering reality from taking data not just merely include half of men b.) Equal treatment and sharing of power, resources and decision making between men and women, and c.) Government and stakeholders will be able to respond to the needs of both sexes in each sector.¹⁴

Theory of Gender Justice

Gender justice refer to a world where everybody, women and men, boys and girls are valued equally, and are able to share equitably in the distribution of power, knowledge and resources.¹⁵

Theory of Gender Equality

Gender equality can be achieved when men and women have equal rights and opportunities in all things in society including participating in the economic field and decision making and when different behaviors, aspirations and needs between men and women are valued and treated equally¹⁶.

¹¹ Mansour Faqih, Analisis Gender dan Transformasi Sosial, Yogyakarta: Pustaka Pelajar, 2007, page.8-9

¹² Christine Chinkin. 2001. Gender Mainstreaming in Legal and Constitutional Affairs. London: Commonwealth Secretariat. Page. 12

¹³ Ibid

¹⁴ Ibid, page. 24

¹⁵ <http://sidebysidegender.org/about-us/what-is-gender-justice/>

¹⁶ https://en.wikipedia.org/wiki/Gender_equality

RESULTS AND DISCUSSION

In relation to gender perspective politics and programs, ones carried out by the departments within the government of Waingapu District have not been maximized, meaning that gender mainstreaming policies have not come to existence. In addition, mentoring programs for farmers, especially female farmers, have not been emphasized due to limited allocation of funds and human resources.

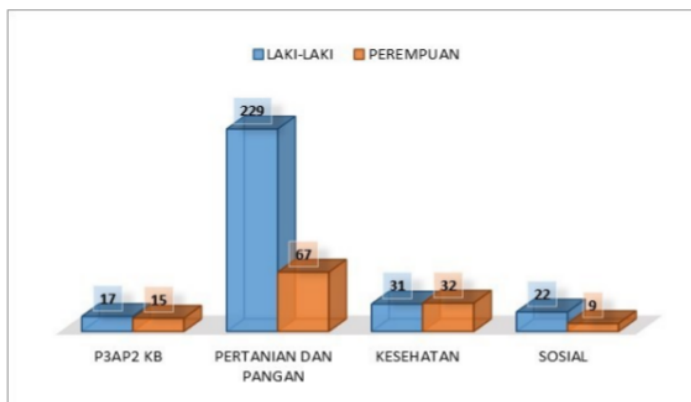


Figure 1. Number of employees in various government agencies based on gender

The composition of the number of employees in the government body of Waingapu Regency based on gender are as follows. The P3AP2 KB Department consist of 17 men and 15 women, the Department of Food and Agriculture consist of 229 men and 69 women, the Health Department consist of 31 men and 32 women and the Social Services consist of 22 men and 9 women.

Table 1. Gender Perspective Policies and Progrms owned by Institutions

No.	Institution	Not Yet	Already
1	P3AP2 KB	✓	
2	PERTANIAN DAN PANGAN	✓	
3	KESEHATAN	✓	
4	SOSIAL	✓	

Secondary Data, 2019

None of the institutions used as research samples endors gender policies and programs.



Figure 2. Composition of Agricultural Agency in Sumba District

Secondary Data, 2019

The composition of agricultural agency consist of 84 men and 11 women. The number of employees in each department, such as the Department of Agriculture comprises of predominantly male. This is due to the type of work carried out in the field alongside the perception within the department culture where men has to work outside of the home and take more risks. On the other hand, women mostly occupy administrative positions.

Table 2. Information on Gender Socialization to all employees

No.	Institution	Already	Not Yet
1	P3AP2 KB		✓
2	PERTANIAN DAN PANGAN		✓
3	KESEHATAN		✓
4	SOSIAL		✓

Secondary data, 2019

From all departments used as samples, it was observed that gender socialization program such as seminar or meeting already been conducted and only between one or two people acts as representatives. Furthermore, follow ups on counselling or distribution on gender information have not been given to all employees.

Table 3. Gender of Head of Departments

No.	Institution	Male	Female
1	P3AP2 KB	✓	
2	PERTANIAN DN PANGAN	✓	
3	KESEHATAN	✓	
4	SOSIAL	✓	

Secondary Data, 2019.

All head of departments in the government of Waingapu District consist of men which shows the strong influence of patrilineal kinship amongst the people in the Sumba community. Many women have not been given the opportunity to occupy the highest positions in the institutions due to the patrilineal based mindset of the male leaders.

The understanding of gender in the institutional environment is mostly inaccurate due to the concept itself equates or synonymous with women. Gender discussion is still considered to be a matter of and for women only. This condition is understandable considering the limited socialization of gender which have not be given to all staff from each department. In addition, policies and programs within the agricultural institutions does not include gender perspective.

Information and socialization regarding gender has been followed in a restricted manner and have not been felt by all employees considering the inequality of male and female access and participation in gender socialization. Representatives appointed by institutions to gather for gender socialization only consist of female employees. Gender perspective policies have not been established due to several factors, namely the influence of patriarchal culture that greatly impacts women's opportunities as policy makers. This state can be observed from the absence of women occupying positions as head offices in the above mentioned institutions. Furthermore, collaboration programs among institution have not been implemented.

The department of agriculture have kept programs for farmers however annual funds obtained from the central government proved to be an obstacle as they have been insufficient for the many groups of farmers. Another drawback is the lack of human resources. This information is in parallel with reports from farmers who have mentioned that agricultural extension agents have conducted rare visits to the field despite the facts that farmers are in high need of information on access to seeds, fertilizers and pest attacks. Mentoring from NGOs and

universities are also infrequent and lacks continuation. There is no collaboration work among institution that have been done in increasing gender mainstreaming.

In relation to that, another important thing to note is that women's empowerment policies are influenced by understanding women's empowerment without being accompanied by an understanding of the concept of inequality in power relations that must be corrected. This has an impact on the implementation of women's empowerment policies which are generally only focused on women's access to certain resources or in other words are still limited to meeting practical needs compared to meeting strategic needs. This causes the basic problems to be touched very little, the imbalance of power relations between women and men is a fundamental problem, but the government seems to underestimate the conditions.

On a different note, there have been improvements revealed regarding the lives of farmers post Barsha pump installation project carried out by the foundation. This project have shattered the presumptions existing in the community regarding farmers, especially female farmers to be uneducated and unable to be empowered. The result of this study showed the opposite spectrum and created a new perception on women which can be viewed from the following description: "The foundation does not provide free pumps as the other community empowerment programs. In the Barsha pump program there is a payment mechanism that must be carried out by groups of farmers. Farmers must pay as much as 20% attained from their harvest to the foundation. An unwritten agreement was made and officers as representatives of the foundation collects the payment at each location therefore a mutual trust between the foundation and farmers were made from the beginning. Farmers hold the responsibility to operate and maintain the pumps whereas staff from the foundation are responsible for any reparations. Monitoring the quality and operational of the pumps are also carried out by these staff twice a month".

The pump installation project initiates to help farmers harvest sufficiently during the dry season. Following the pump operation, changes experienced in the lives of farmers can be observed especially for female farmers in relation to the crops collected. Payment mechanism is conducted between the pump managers from the foundation and groups of farmers. However, model of payment as part of the financial management needs improvements, such as providing protection for farmers in the event of unexpected conditions such as crop failure or deficiency in harvest due to pest attacks. Furthermore, clarity needs to be stressed in relation to the foundation's obligation to perform maintenance, such as repairing technical damages. In the future there needs to be a clear model in regards to regulatory mechanism for the foundation's role in the pump operation should an increase of installations take place.

One approach used to achieve gender equality and justice is by meeting gender needs. An interesting aspect can be found in the results of this study. Women farmers are given the opportunity to work on their fields and finally receive the opportunity to manage the mechanism of payment agreed upon with the foundation, which is to submit 20% payment from their total harvest. The finding is surprising as it dismisses public's perceptions about the capacity of villagers as uneducated citizens who are unable to carry out obligations and fulfill the agreed payments to the managers. This situation shows that if men and women are given equal opportunities and empowerment and have access to the installments of pumps, they both can reach succession. Female farmers, though attending to double roles in their daily lives, showed amazing capacity. However, the presence of the local government institutions still needs to be evaluated. and enhance by including gender mainstreaming in every policies and programs.

Access and participation and control of female farmers especially in in the use of pumps turned out to be designed for men, but the role of women is only to irrigate and clean the

fields. This case is almost the same as findings from study Sri Walny Rahayu which found that agricultural tools and machinery are highly accessed and mostly designed to be used for male farmers, but not necessarily for female farmers.¹⁷. In the future the foundation need to enhance the farmer capacity not only for men but also women to train on how to maintain and fix the pump. Furthermore, cooperation between relevant agencies, non-governmental organizations and universities should also be included in the agenda and program

CONCLUSION AND RECOMENDATIONS

The basic rules and policies for gender mainstreaming at the national level holds sufficiency to be implemented, however in the governmental level in Waingapu District, Sumba, these rules and policies have not be created. Existing programs have not integrated the needs, participation, access and control for both gender. Women's access and participation to join their male counterparts to occupy the same position is far from expectations. In addition, there is an erroneous understanding in regards to the concept of gender which is interpreted by governmental institutions as solely women's issues All head positions in each departments are occupied by men and this is due to the high influence of cultural patriarchy in the society of Waingapu. Another important thing to note is that women's empowerment policies are influenced by understanding women's empowerment without being accompanied by an understanding of the concept of inequality in power relations that must be corrected. This has an impact on the implementation of women's empowerment policies which are generally only focused on women's access to certain resources or in other words are still limited to meeting practical needs compared to meeting strategic needs. This causes the basic problems to be touched very little, the imbalance of power relations between women and men is a fundamental problem, but the government seems to underestimate the conditions. A few obstacles were perceived by institutions in executing various programs, such as minimum fundings and the small number human resources (instructors) in comparison to the larger number of farmers.

Furthermore, women holds a double burden, which consist of carrying out household chores and assisting to improve the family's economical condition in the fields by selling garden produce (various types of vegetables). From the installation of the Barsha pump program, female farmers hold expectations which is to improve irrigation in their fields in order to receive additional family income. There are, however, obstacles faced by farmers, such as attaining vegetable and garlic seeds in addition to the lack of agricultural instrutors coming to the field to offer guidance. The government's role to improve women's position and participation has been carried out rather in a limited manner and lacks continuity. An agreement of payment mechanism between farmers as users of the Barsha pump and the foundation as the pump manager has been set. Farmers are to submit payment of 20% from their total harvest. Post installation, as many as 5 groups of farmers were able to meet the agreed payment while the rest were not able due to crop failure. Payments are directly collected by managers from each group farmers in their respected location.

RECOMMENDATIONS

Special studies dan traning on gender mainstreaming needs to be held for the service sectors in the governmental environmental of Waingapu District. Phases should include the the making of policies and programs, implementation and evaluation in these sectors. Integrated program among institutions should be done in order to achieved the gender equality.

Assuming the increasing number of pump enthusiasts from various regions, in the future it is necessary to consider the role of the foundation as the pump manager in order to sustain the

¹⁷ https://www.academia.edu/29818839/analisis_studi_pada_instansi

quality of the pump's condition and maintain its usage for daily purposes as opposed to only for trials and projects. Written and formal agreements on the mechanism of pump maintenance needs to be established between the foundation (as pump managers) and farmers which should include rights and obligations of each parties.

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