

THE IMPLEMENTATION OF WOMEN'S EMPOWERMENT PROGRAM IN REALIZING GENDER EQUALITY

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Abstract

Women's empowerment in realizing gender equality is one of the responsibilities of the Government and is conducted by government agencies, both central and regional. Problems which still occur to women today are the cases of violence and discrimination. This research was conducted by using descriptive qualitative research, the results of the study stated that there were the implementation of the women's empowerment program in realizing gender equality in Surabaya proven by the program named Gender Equality and Women's Empowerment. It provided several activities such as: Capacity Building of the Women's Organizational Association (GOW) at some sectors such as Politics, Economics, Social and Culture, Independent Business Incubation for productive age women, Implementation of Gender Socialization, Creative Houses for Low-Income Communities (MBR) especially for the productive age women who do not have a business yet by obtaining material on Entrepreneurship, Empowerment of UMKM in Surabaya by making masks and APD during the pandemic, and also Urban Farming for the community through the use of vacant land.

Keywords: Implementation, Women Empowerment, Gender Equality

INTRODUCTION

The concept of power has a long history in the social sciences and its derivatives such as empowerment. It becomes a controversial topic among social and management science researchers. Since the early years of the 20th century, feminism has developed theory and in recent decades the women's empowerment has been proposed as a mechanism to improve the quality of women's work as well as their personal lives. Empowering women is an important requirement for eliminating the world poverty and establishing the human rights. This concept is accompanied by freedom, self-determination and power, which are necessary for women all over the world. Empowerment gives women rights which allow them to be independent from men. Since education and employment are the key factors in women's empowerment in western societies, the theorists believe that there may be a similar relationship between these factors in non-western societies (Gholipour, 2010). Nowadays, the law is still considered discriminatory and gender unfair. Whereas, the law should be fair or gender sensitive to guarantee the fulfillment of the women's human rights. By following the principle of equal rights in all sectors, both men and women have the same rights or opportunities to participate in every aspect of social and state life. Thus, if there is discrimination against women, it is a form of violation of women's human rights. It occurs for many reasons, including the result of the legal system, where women are victims of the system. (Kania, 2015).

The main implementation and approach used is community empowerment. The empowerment approach is used because it is believed to be the source of poverty and underdevelopment due to powerlessness. This condition of powerlessness is not only caused by the long socio-economic developmental historical processes of developing countries, especially in the colonial period, but also because the use of the community development approach which was previously used actually made people especially at the local community level become marginalized which occur to women (Soetomo, 2015). The women's empowerment is an effort to improve the status and role of women in the development, as well as the quality of roles and independence in organizations. The women's empowerment as a government policy aims to actively participate in development without eliminating their reproductive role (Aida, 2010).

According to (komnasperempuan.go.id), the cases of violence against women have increased than previous years during the Covid-19 pandemic. Whereas, the total cases in 2020 increased by 68% compared to 2019. These records were received through various community organizations and government institutions spread across almost all provinces in Indonesia. Therefore, the government should protect the women as stated in UUD 1945 article 28 which explains that the government is obliged to be responsible for respecting, protecting, establishing and promoting human rights. The planning, implementing, monitoring and evaluating all national development policies and programs can improve the quality of women's life. Based on the explanation above, it is necessary to issue a Presidential Instruction (Inpres) No. 9 of 2000 concerning Gender Mainstreaming (PUG) in the national development and guidelines for its implementation in order to improve the position, role and quality of women in realizing gender equality and justice (KKG). Surabaya has declared itself as a Caring City for Women as a form of commitment and desire to empower women in its development. Several policies and efforts to involve women have been carried out by the Surabaya city government (Pemkot), including providing opportunities and opening the same chance for women to obtain their rights.

RESEARCH METHOD

Qualitative research methods are basically scientific research to obtain data with specific purposes and uses. Sugiyono (2012) explains that there are four keywords which need attention. Those are scientific method, data, and usability. There are two types of data in this study. The first is primary data. It is obtained directly from respondents or informants through interviews (Moleong, 2009). The second is secondary data which is obtained from written sources such as archival data, personal documents, in official documents, (Moleong, 2009). This research has a special characteristic which make the researcher as a research instrument. Instead of becoming an instrument, the researcher used an interview guide. It is an instrument which is no less important in qualitative research. Furthermore, the data collection method is conducted through:

1. Observation which means that the researcher knows the conditions that occur in the field so that the researcher has an understanding of the object to be studied;
2. Interview which means a conversation conducted by two parties, the interviewer (interviewer) who asks questions;
3. Documentation is defined as limited to collecting photos of research activities, but this method emphasizes collecting documents or data needed by research.

RESULTS AND DISCUSSION

The Implementation of the Women's Empowerment Program in realizing Gender Equality in Surabaya

Based on the results of the research conducted at the research location, the researchers were able to find the implementation of a women's empowerment program in realizing gender equality in Surabaya named Gender Equality and Women's Empowerment Program. The results of this research indicated that the implementation was an analytical thing used in analyzing the implementation of the Women's Empowerment Program in realizing gender equality in Surabaya. The office of Women's Empowerment and Child Protection as well as Population Control and Family Planning was as the executors. This was because the implementation is an activity carried out by implementing policies in the hope of obtaining results in accordance with the goals and objectives of a policy.

The program was regulated in the RPJMD of Surabaya and is made by RENJA. The implementation of the women's empowerment activities in realizing gender equality in the Surabaya was determined by program performance indicators (outcomes) and activities (outputs) as well as performance achievements and realization. The implementation of the program has been made in the Work Plan (RENJA) which has been planned. The Work Plan of the Regional Work Unit of RENJA is an annual planning document for the Office of Women's Empowerment and Child Protection as well as Population Control and Family Planning which becomes an operational function of the Regional Development Work Plan (RKPD) of Surabaya. It was determined every year. The Annual Development Work Plan was the basis for formulating objectives for the types of activities, target groups, results, location benefits based on the priorities, targets, programs, and indicative target which will then be prepared in an annual manner and taking into account their alignment and consistency with regional government.

The Gender Equality and Women Empowerment Program was one of the Women's Empowerment Programs in Realizing Gender Equality in Surabaya with the program performance indicators. The percentage of PUG indicators at the sub-district level was fulfilled, the Strategic Plan target until 2021 was 100%, and the realization of the 2017 performance target was 100%. Renja 2018 with a performance target of 100% estimated the performance realization of 100% so that the realization achievement rate was 100%. Renja 2019 with a performance target of 100% estimated the performance realization of 100% so that the realization achievement rate was also 100%. While the strategic plan achievements with program performance indicators with the percentage of sub-district PUG indicators which have been met and the final strategic plan performance targets were the same as the previous year/not accumulative targets, then the estimated realization of the achievement of the strategic plan targets up to 2019 was 100% so that the realization achievement rate was 100%.

In this case, the Women's Empowerment Program in realizing gender equality is the Gender Equality and Women's Empowerment Program through 5 activities as follows:

1. Capacity Building for the Association of Women's Organizations (GOW) in the Political, Economic, Social and Cultural Sector

Empowering women is a process of relying on and building capacity for greater participation such as breadth, supervision, and decision-making as well as acts of transformation which lead to the realization of greater equality between women and men (Nur, 2019). This activity aims to improve the skills in solving the women's problems and increasing leadership and empowerment capabilities to make women agents of change in all sector such as economics, politics and culture. These activities carried out during the Covid-19 pandemic had a very significant impact on life, including the Economic Sector. In this situation, the Office of Population Control, Empowerment of Women and Child Protection held outreach regarding the role of women in the entrepreneurship sector in increasing family income through various businesses.

2. The Incubation of Independent Business for Reproductive Age Woman

Incubation activities in Surabaya aim to facilitate the access to the women's entrepreneurial activities, assistance facilities and as the access for increasing the residents' income. Empowering women is one of the strategic goals in improving the economic status of families. This is because the income of the head of the family is not enough to meet the needs of the family. One type of empowerment which can be carried out is by conducting macro business incubation, which is an activity to support, maintain and develop the small and medium business sectors and even form new embryos to develop into the established businesses (Ardini, 2021).

3. Creative House for Low Income Communities (MBR)

It is aimed especially for productive age women who do not own a business by obtaining Entrepreneurship material. The women's empowerment and economic development are very closely related: in one direction, development can play a major role in reducing inequality between men and women; otherwise, the women's empowerment can be beneficial for development. Development

policies and programs tend not to view women as an integral part of the economic development process. (Devi, 2014)

4. Empowering UMKM in Surabaya through making masks and PPE

During the Covid 19 era, many UMKM were affected by Covid's impact, including many tailors whose income decreased. As shown in the picture, Surabaya City Government is empowering UMKM for the tailors to make PPE and masks. By empowering UMKM through making PPE and also masks, Surabaya's residents feel helped in their economic sector. Furthermore, empowering women in UMKM sector is expected to reduce poverty rates, provide income levels, increase knowledge and quality of human resources and prepare women's communities to become economically friendly women (Marthalina, 2018).

5. Urban Farming for the community through the use of vacant land.

The urban farming program or urban agriculture by empowering women to use vacant land is one of the solutions to realizing self-sufficiency and food security in Surabaya. Most of people in Sumur Welut Village area work in agriculture. They implement urban farming by utilizing vacant land for various types of agricultural businesses, such as chili, rice and vegetables. Empowering women has many positive impacts on the country's development. Therefore, it is necessary for teenagers to invest it. The women's investment can expand women's access to education and various employment opportunities (Ginting, 2020).

6. Implementation of Gender Mainstreaming Socialization to Realize Gender Equality

Success within district and city governments or agencies and departments which have policies on gender equality was conducted. In conducting its development, an analysis related to gender mainstreaming was done. In this case, Surabaya's Government is conducting a Socialization of Gender Mainstreaming by forming facilitators at the sub-district and family levels who aim to provide policies related to gender equality in development, both the executive and legislative branches. Furthermore, in the society, they play an active role with the government, universities, and the private sector towards gender equality. These activities can encourage men and women to have equal access, benefits, participation, control in planning and enjoying the results of development. Gender equality is a right for everyone from various groups, both the upper and lower classes, regardless of gender, both male and female. (Trisnawati, 2022).

Gender Mainstreaming (PUG) is the Indonesian government's commitment, listed in Presidential Instruction Number 9 of 2000, as an implication of the BFA agreement (Beijing Platform for Action, 2005). In a systematic way to achieve Gender Justice and Equality (KKG) in a number of aspects of human life through policies and programs which pay attention to the experiences, aspirations, needs and problems of women and men in planning, implementing, monitoring, and evaluating all policies and programs in various sectors of life and development. Surabaya has a Gender Development Index (GPA) of 93.90 in 2021. Based on this rate, the smaller the IPG score of 100, the more equal the development between women and men. The greater value between the IPG score and the value of 100, the greater the difference in development achievements between women and men. The number 100 was the standard for interpreting the IPG figure, the value 100 describes the most perfect comparison ratio. Those values indicated that the rate was smaller which means that there was an improvement in the gender gap between men and women, and the value index in Surabaya has many women who are empowered and do the same work as men in terms of business, politics and so on. The women's empowerment and economic development were closely related: in one direction, development can play a major role in reducing inequality between men and women; conversely, women's empowerment can be beneficial for development. Development policies and programs tend not to view women as an integral part of the economic development process. (Devi, 2014)

Surabaya City Government played an important role in the violence prevention, services for cases of violence, and the process of solving these cases. Besides, Surabaya has a mechanism for solving violence problems starting at the kelurahan level with the PPA (Women and Children Protection) task force, PKBM (Community Based Crisis Center) task force at the sub-district level, and PPTP2A (Integrated Service Center for Women and Children Protection). In addition, the Surabaya City Government also has a mechanism to prevent violence, including outreach and counseling services. Furthermore, Surabaya always considers access for the elderly, women, children and people with disabilities. This is intended to make Surabaya as an inclusive city which was able to provide safety and comfort for all members of society. In addition, the development of Human Resources (HR) also always gives an insight into gender, so that people are able to understand gender roles in the family environment, so that gender misunderstandings do not occur.

To determine the success of implementation, the researchers used Policy implementation models according to Agustino (2014) with the George C. Edward III Model, there were four variables which determine the success of policy implementation. Those were Communication, Resources,

Disposition, Bureaucratic Structure. The model above became an analysis used by researchers in measuring the Implementation of Women's Empowerment Programs in Realizing Gender Equality.

1. Communication

According to Edward III, one of the elements which can influence the success of policy implementation was communication. There were three important things which were discussed in this communication process, namely transmission, consistency, and clarity. The context of this research was used so that the implementation of women's empowerment programs in realizing gender equality was carried out properly. The Surabaya city government created a communication forum, the communication forum was formed so that all empowerment programs could be conveyed to the community by conducting outreach to cadres in sub-districts, and also a combination of women's organizations. Women's empowerment programs in realizing gender equality are also disseminated through social media such as websites, Instagram and other social media.

2. Resources

According to Edward III's theory, resources had an important role in an implementation. In this case what is meant was the implementation of women's empowerment programs in realizing gender equality. Resources include human resources, facilities, budget and authority. Failure that often occurs in implementing policies was staff or employees who were inadequate or incompetent in it. The resources in Surabaya were very qualified, both in terms of human resources and facilities in the form of technology, which were very adequate, only people can use them properly. Besides, Surabaya also has a city-level Gender Mainstreaming (PUG) facilitator.

3. Disiposis

Instead of communication, the elemental resources which greatly influence the success of implementing a policy according to Edward III is the disposition or attitude of the implementer of the policy itself. The disposition or attitude in question was the seriousness of the policy implementers themselves. The open attitude carried out by the Surabaya government in carrying out activities, and also the disposition given by the Head of the Office of Women's Empowerment, Child Protection and Population Control and Family Planning in Surabaya, was given according to their respective duties and functions as well as direct instructions from the leadership.

4. Bureaucratic Structure

In this context what influences was the bureaucratic structure which implements the public policy. Thus, if the bureaucratic structure goes well, according to what is expected. On the other hand, if the bureaucratic structure was unstable, then it was also certain that the implementation of public policies will experience many obstacles, as stated by Edward III, an equally important element that influences the implementation of a policy was the bureaucratic structure. The bureaucratic structure of the Office of Empowerment and Child Protection as well as Population Control and Family Planning became the implementation of the bureaucratic structure program in the form of a hierarchy based on Surabaya Mayor Regulation Number 55 of 2016 concerning Position, Organizational Structure, Description of Duties and Functions and Work Procedures. In carrying out these tasks, it was regulated in the Each SOP which was in accordance with the topic.

The policy according to Agustino (2014) with the George C. Edward III Model, there are four variables that determine the success of policy implementation, namely: Communication, Resources, Disposition, Bureaucratic Structure. The model above was also an analysis used by researchers in measuring the Implementation of the Women's Empowerment Program in Realizing Gender Equality in Surabaya. In addition, Surabaya has created a forum to communicate directly with the public and also provides information services through social media to convey activity programs, supported by adequate human resources and facilities. The Office of Women's Empowerment and Child Protection as well as Population Control gives direct instructions or gives depositions according to their respective duties and functions in accordance with the bureaucratic structure regulated by the Mayor of Surabaya Regulation Number 55 of 2016 concerning Position, Organizational Structure, Description of Duties and Functions and Work Procedures. these tasks have been regulated in each SOP in accordance with the top technician.

Supporting and Inhibiting Factors of the Implementation of the Women's Empowerment Program in Realizing Gender Equality in Surabaya

Supporting factors in the implementation of women's empowerment programs in realizing gender equality is the commitment of the Surabaya city government in supporting policies or program activities which support the women's empowerment and gender mainstreaming. In addition, other supporting factors are adequate resources, from facilities, budget and human resources. With all the available resources, Surabaya's people are also very creative, innovative and independent, especially the women.

The efforts to empower women are part of human development as a resource which has considerable potential and can be developed with national development (Rani, 2021). Meanwhile, the inhibiting factor is patrician culture which tends to still exist in society, in which the community positions men are more dominant than women. In addition, in the politics sector, there are still divisions between men and women. There are thoughts that consider Gender Equality is not an important issue to be addressed. The lack of attention and the intensity and continuity of women's empowerment programs is one of the reasons why gender equality has not been created. Therefore, more active, incentive, serious and sustainable efforts are needed to build gender equality through women's empowerment programs (Nurhaeni, 2010).

Model Implementation of Women's Empowerment Program in Realizing Gender Equality in Surabaya

In this study, the model for implementing the women's empowerment programs in realizing gender equality in Surabaya is the government both as the policy maker and the implementer of the women's empowerment program in realizing gender equality. It can be seen from various aspects which can support programs or activities such as the following model:

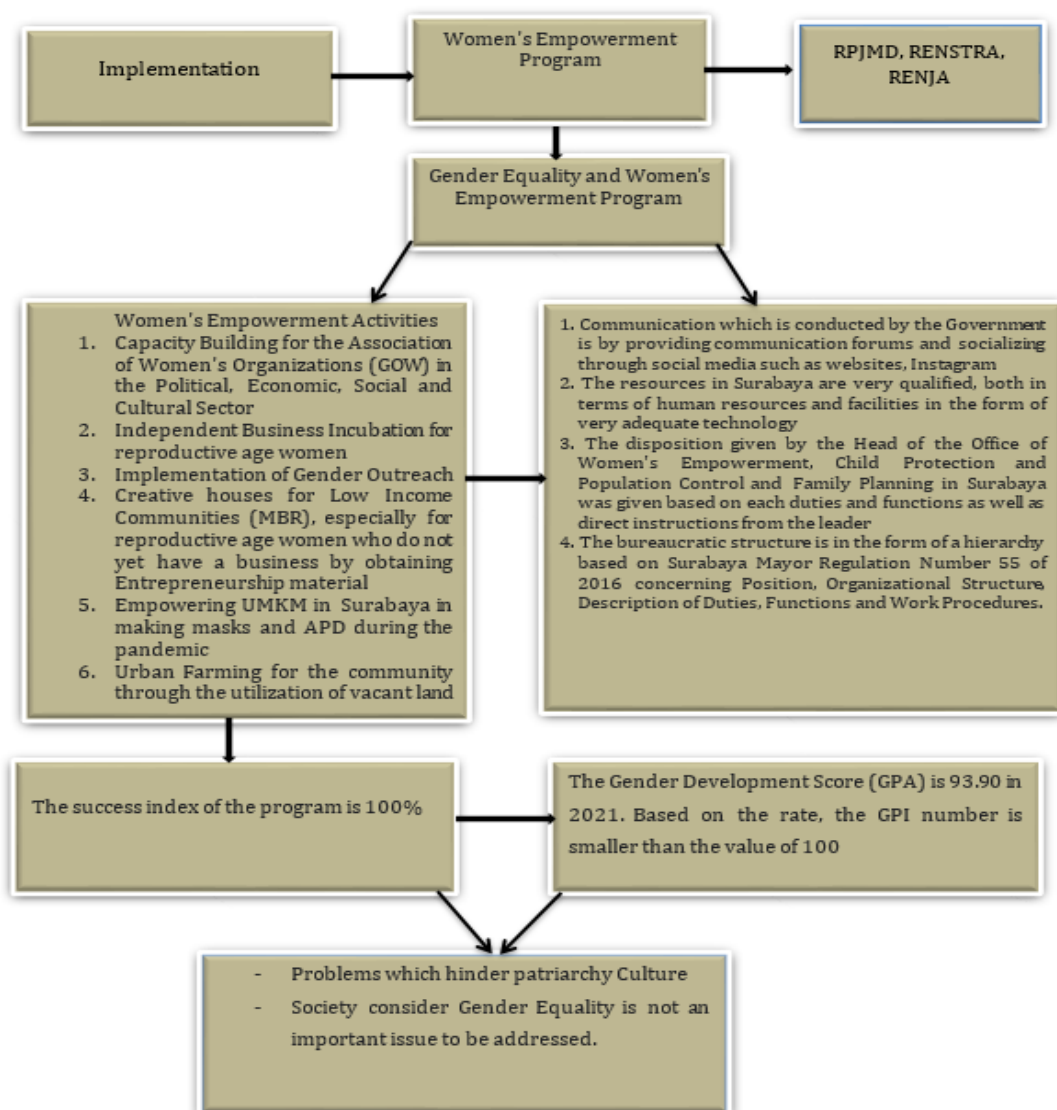


Figure 1. Model Implementation of Women's Empowerment Program

CONCLUSION

The implementation of the women's empowerment program in realizing gender equality conducted by the Government of Surabaya was as follows: The implementation of the women's empowerment program in Surabaya was going well. One of the women's empowerment programs

conducted by the Government of Surabaya in realizing gender equality was the Gender Equality and Women Empowerment Program with several activities. Those were the Capacity Building for the Association of Women's Organizations (GOW) in some sectors such as Politics, Economics, Social and Culture, Incubation of independent businesses for productive age women, Implementation of Gender Outreach, Creative houses for Low-Income Communities (MBR) especially for productive age women who do not have a business by obtaining Entrepreneurship material.

Empowering UMKM in Surabaya done by making masks and APD during the pandemic and also Urban Farming for the community through the use of vacant land. In addition, Surabaya had a Gender Mainstreaming Facilitator and the Surabaya City Government was committed to support the policies or program activities which support the Women's Empowerment and Gender Mainstreaming. It became the supporting factors played important role in this research. Furthermore, Surabaya also has adequate resources, from facilities, budget, and also human resources. With all those available resources, the people of Surabaya are also very creative, innovative and independent, especially women. Meanwhile, the obstacle factor was the patriarchy culture which tends to still exist in the community, in which the community positions itself that men are more dominant than women. Instead of that, in the politics sector, there were still divisions between men and women.

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