

GENDER EQUALITY AND WOMEN'S EMPOWERMENT BETWEEN EXPECTATIONS AND REALITY IN SMALL CITIES

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ABSTRACT CT

KEYWORDS

implementation,
women's empowerment
program, gender equality

One of the successes of development is that the role of men and women is very influential on the success of development. In this case, the Cirebon City government issued Regional Regulation Number 7 of 2021 concerning the Regional Medium Term Government Plan, namely "In creating a society with human resources that are competitive and superior in all fields". This observation aims to find out implementation policies and expectations in the gender mainstreaming program. In realizing gender equality, what is the reality in the Cirebon City Community, then what are the supporting and inhibiting factors, in an effort to overcome policy obstacles to implementing gender mainstreaming programs in DP3APPKB in Cirebon City. This research uses a descriptive qualitative method using primary techniques, namely from in-depth interviews consisting of the DP3APPKB Gender Mainstreaming Sub-Coordination and the Cirebon City Community. Secondary data has been obtained from documentation and archives at DP3APPKB as well as several statutory regulations and other documents that support this research. George C Edwards' theory used in this research covers the success of policy implementation which is influenced by four aspects, namely: Communication, Resources, Disposition or Attitude of the Implementer and Bureaucratic Structure. The results of this research show that the implementation of the gender mainstreaming program has been quite successful, but there is still a lack of response from the community and an uncertain budget from the government so that it is less than optimal for realizing gender equality in the development sector in Cirebon City.

INTRODUCTION

Process of the roles of men and women is very influential for the success of development. Apart from being actors in successful development, women and men are also beneficiaries of the final results of development (Ika & Donnelly, 2017; Kabeer, 2003; Rashid & Ratten, 2020; Ravazzoli et al., 2021; Setyaningrum et al., 2023). However, men and women still receive different treatment between men and women in the development sector, resulting in discrimination in gender equality.

The problem of women in gender equality can invite a sense of concern from the public both at home and abroad. The problem of gender equality is considered to be closely related to the problem of discrimination, namely disparities between men and women in several fields, including in the field of development (Bayeh, 2016; Belingheri et al., 2021; Fontanella et al., 2020; Kabeer & Natali, 2013; Siscawati et al., 2020).

Discrimination according to gender still occurs in all aspects of life, both in Indonesia and throughout the world. This is a fact despite rapid progress in gender equality. The nature and level of this kind of discrimination varies quite a lot in several ways, such as economics,

power, political participation, and various other things (Boulding & Holzner, 2021; Håkansson, 2021; Iversen et al., 2010; Lazoroska et al., 2021; Wemrell et al., 2022). However, women experience the most significant impact in various aspects, including in the development sector.

The meaning of gender referred to here refers to the differences between men and women, namely in terms of their roles, behavior between the two, activities they carry out as well as several attributes that have been socially constructed. However, this problem still faces injustice for women, resulting in a problem of inequality between men and women. However, in essence, women can obtain the same rights and opportunities as men to participate and play a role in various fields, including in the field of development.

Table 1. Number of Population According to Age Group and Gender in Cirebon City in 2023

Age Group	Gender Man	Gender Woman	Total Number
20-24	14.579	13.906	28.485
25-29	14.437	13.738	28.175
30-34	13.704	12.838	26.542
35-39	13.153	12.574	25.727
40-44	12.751	12.463	25.214
45-49	11.893	11.742	23.635
50-54	10.124	10.353	20.477
55-59	8.523	9.303	17.826
Total	99,164	96,917	196,081

Source: Cirebon City BPS

The data above shows that the number of female residents aged 20-59 is 96,917 out of a total of 196,081, namely 49%.

Table 2. Figures for Women's Participation in the Legislative Sector for Cirebon City DPRD Members in 2023

No	Political parties	Man	Woman	Amount
1	Partai Gerindra	5	1	6
2	PDI Perjuangan	4	2	6
3	Partai Demokrat	2	2	4
4	Partai Nasdem	4	-	4
5	Partai Amanat Nasional	3	-	3
6	Partai Golkar	2	1	3
7	Partai Keadilan Sejahtera	2	1	3
8	Partai Persatuan Pembangunan	2	1	3
9	Partai Kebangkitan Bangsa	2	-	2
10	Partai Hanura	-	1	1
		26	9	35

Source: Cirebon City BPS

The data above shows that women's participation in the legislative sector is 9 out of a total of 35, namely 25%.

Table 3. Figures for Women's Participation in Industry in Cirebon City in 2023

No.	Position	Man	Woman	Amount
1	Leader	24	7	31
2	Supervisor/Supervisor	178	119	297
		203	128	328

Source: Cirebon City BPS

The data above shows that women's participation in the industrial sector is 128 out of a total of 328, namely 39%.

Table 4. Figures of Women's Participation in the Civil Servant Field in Cirebon City in 2023

No.	Rank/Group	Man	Woman	Amount
1	Group I	13	-	13
2	Group II	367	148	515
3	Group III	1,048	1,553	2,601
4	Group IV	374	609	983
		1,802	2,310	4,112

Source: Cirebon City BPS

The data above shows that women's participation in the industrial sector is 2,310 out of a total of 4,112, namely 56%.

Table 5. Figures for Women's Participation in Education in 2023

No.	Level of Education	Man	Woman	Amount
1	S1/Bachelor	1031	1638	2669
2	Masters/Postgraduate	241	247	488
		1272	1885	3157

Source: Cirebon City BPS

The data above shows that women's participation in the industrial sector is 1,885 out of a total of 3,157, namely 59%.

The data above shows that although in the fields of Education and Civil Service women are higher, in the fields of Legislative Affairs and Industry the numbers for women are still lower than for men. It can be concluded that in the development sector in the legislative and industrial sectors, there is still a gender gap between men and women in the development sector in Cirebon City.

One way that can be done to find out whether the policies implemented by the government are related to women's rights is through the Gender Development Index (IPG). This is one of the indices published every year by the Central Statistics Agency to measure the level of success in development regarding gender issues. The way to find out whether the distance between IPG numbers is equal or not is by looking at the IPG number. If the distance between IPG is lower and the value is 100, the more equal the development between men and women. Or vice versa and if the greater the gap between the IPG number and the value of 100, the greater the inequality in development between men and women.

Based on data from BPS Cirebon City, the IPG figure in Cirebon City in 2023 is 94.91. This illustrates that women's development in Cirebon City in 2023 will still be below that of men. The development of IPG in Cirebon City over the last 3 years from 2020-2023, in 2020: 94.39, 2021: 94.46 for 2022 and 2020, the IPG figure is the same, namely 94.91,

experiencing an increase every year. It can be concluded that Cirebon City is still faced with development challenges to realize gender equality in Cirebon City.

The Indonesian state has a strong commitment to realizing women's rights and gender mainstreaming. Which is stated in Presidential Instruction Number 9 of 2000 as well as the Presidential Regulation regarding the Medium Term Development Plan (RPJMN) for 2020-2024. This contains Gender Mainstreaming or what is called women's rights in the development sector in order to improve the position, role and quality of women to realize gender equality and women's rights in life in society, family, nation and state.

In the Minister of Home Affairs Regulation Number 15 of 2008 which has been amended by the Minister of Home Affairs Regulation Number 67 of 2011 concerning the implementation of gender mainstreaming in the regions, namely "In the implementation of development and regional community services, strong gender integrity is still very necessary, as well as institutional policy programs. which is gender responsive in its policies". At the Cirebon City Regional level, the policy governing gender mainstreaming is ratified in Cirebon Mayor Regulation Number 9 of 2022 concerning the implementation of gender mainstreaming in this Small City.

The regulations regarding RPJMD in Cirebon City have been re-established and the expectations of the Cirebon City Government are those stated in Regional Regulation Number 5 of 2019 as amended by Regional Regulation Number 7 of 2021 which contains "To realize the quality of human resources who are cultured, competitive and superior in all fields."

Based on the explanation above, the research team felt it was important to conduct research on how to implement and hope for women's empowerment in realizing gender equality in Cirebon City. The team also feels the need to examine further the reality of women's empowerment programs in realizing gender equality and the importance of examining the supporting and inhibiting factors for the realization of women's empowerment programs in realizing gender equality and what efforts are being made to ensure that women's empowerment programs realize Gender equality in Cirebon City can run optimally.

RESEARCH METHODS

In this research, researchers used a qualitative approach with descriptive research type. The method used in this research is a qualitative method where qualitative research is carried out to explain data obtained in the field related to the research object.

The research methodology uses data sources which are divided into two, namely primary data obtained from in-depth interviews consisting of the Sub-coordination of Gender Mainstreaming and Women's Empowerment DP3APPKB and Women's Figures (several communities). Meanwhile secondary data was obtained from examining DP3APPKB documents and archives, statutory regulations and other documents that support this research.

The data acquisition techniques used were participant observation, in-depth interviews, and document research. The data analysis technique used is interactive data analysis carried out by Miles and Huberman (2014).

RESULTS AND DISCUSSION

By carrying out data collection techniques using interview and observation methods, in the development sector, the legislative and industrial sectors in Cirebon City are still not equal because in the legislative and industrial sectors, the numbers for men are higher than for women. Community participation, especially women, in socialization is also lacking, even though socialization is very important for the community, especially women, that for legislative positions, leaders in industry, women also have the right to occupy these

positions, because of development throughout Indonesia, including the city of Cirebon, the role of men and women Women are very important for successful development. The budget provided by the Cirebon City government is also uncertain.

DP3APPKB Cirebon City implements 3 programs to realize gender equality, namely: Gender Mainstreaming, Women's Protection and improving family quality. The focus of the researcher is on one program, namely the Gender Mainstreaming (PUG) program.

Implementation Policy in Realizing Gender Equality in the development sector in DP3APPKB Cirebon City

Policy for implementing the gender mainstreaming program in realizing women's rights in Cirebon City. The regional government of Cirebon City has prepared technical policies related to the implementation of Gender Mainstreaming (PUG). This is in accordance with article 4 paragraph (1) Permandagri no. 15 of 2008 which states that regional governments are obliged to formulate policies related to Gender Mainstreaming (PUG). The policy for establishing the Cirebon City RPJMD is determined by regional regulation decision no. 7 of 2021, namely "Creating quality human resources in the city of Cirebon that are competitive, cultured and superior in all fields".

The implementation of Cirebon City regional regulations Number 7 of 2021 concerning RPJMD has been socialized through the Cirebon City DP3APPKB. After socializing these regional regulations at several events carried out by DP3APPKB, there was still a lack of participation from the community. The implementation of the gender mainstreaming program policy in DP3APPKB Cirebon City has been running but its implementation is still not optimal due to the lack of response from the community to participate in realizing gender equality in the development sector in Cirebon City. In implementation according to George C Edward's theory to realize gender equality in Cirebon City, there are 4 aspects, namely:

- 1) Communication Aspect: In this aspect, policy implementation in the development sector is concerned with the delivery of information regarding women's rights in the gender mainstreaming program in the development sector at DP3APPKB Cirebon City through outreach to the entire community of Cirebon City.
- 2) Resource Aspect: Human resources and financial resources in a government are very necessary to achieve this program. The responsibility for realizing gender equality in Cirebon City lies with the Women's Empowerment Division, namely the Cirebon City Women's Empowerment Sub-Coordination. Apart from delegating authority, facilities and budgets in holding socialization are also very important so that the planned socialization can run well.
- 3) Aspects of the Disposition or Attitude of the Implementer: The disposition or attitude of implementers plays an important role in the success of the policy implementation process that has been implemented by DP3APPKB. The Sub-Coordinator at DP3APPKB Cirebon City which handles gender mainstreaming policies in realizing gender equality has a good implementing attitude towards the policies that have been established in organizing socialization and other women's empowerment programs.
- 4) Bureaucratic Structure: In this aspect, the bureaucratic structure in the DP3APPKB must use SOP (Standard Operating Procedure) which is the procedure for carrying out things regarding the instructions and rules in the DP3APPKB. The implementation of policies carried out by the Sub-Coordination for Women's Empowerment in Cirebon City is guided by Regional Regulation Number 7 of 2021 in the Cirebon City RPJMD, namely "Realizing the quality of Cirebon City Human Resources that are competitive, cultured and superior in all fields". With the aim of increasing gender mainstreaming or women's rights.

Cirebon City Government's Hope in Realizing Gender Equality in the Development Sector

The Cirebon City government's hope of realizing gender equality in Cirebon City is stated in Cirebon City Regional Regulation Number 7 of 2021 concerning the 2018-2023 Cirebon City RPJMD, namely "Realizing the Quality of Cirebon City Human Resources that are Competitive, Cultured and Excellent in All Fields." At the Department of Women's Empowerment, Child Protection, Population Control and Family Planning, the women's empowerment program in realizing gender equality has been running well, but its implementation is still not optimal, due to a lack of community participation and an uncertain budget. Therefore, this program is implemented depending on the government budget.

Reality in Society with the Women's Empowerment Program in Realizing Gender Equality in Cirebon City

Based on the results of interviews and observations, according to several residents in Cirebon City, Gender Equality in the field of development in the legislative sector and leadership in industry has begun to be implemented in every government and private companies. Judging from the educational data alone, the number of women is higher than men. Having a higher education means that women can implement or apply the knowledge they have gained at universities for the government and private companies.

In the legislative and industrial leadership fields, women becoming superiors is a normal thing and should not be a cause for concern because women have the opportunity to apply what they have to produce something useful for the success of development in Cirebon City. Therefore, several people in Cirebon City agree with the existence of a women's empowerment program in realizing gender equality in Cirebon City. With this program, women are more confident that women can occupy higher positions in government or private companies.

From the opinion of several people who work in government and private companies, there are women who hold higher positions than men. Therefore, it can be concluded that in Cirebon City itself, this program has begun to be implemented and applied by every community, both men and women.

There are supporting factors in realizing gender equality in the development sector in Cirebon City. Based on the results of interviews and observations, it can be concluded that the supporting factors that greatly influence the implementation of the Gender Mainstreaming program in realizing gender equality in Cirebon City are as follows:

- 1) Holding outreach for the community, especially women in Cirebon City
- 2) Increasing the role of regional officials as drivers of Gender Mainstreaming

The inhibiting factors in implementing the Gender Mainstreaming program in realizing gender equality in Cirebon City are:

- 1) Lack of community participation in the socialization
- 2) Lack of coordination with community institutions
- 3) Lack of commitment and understanding of Gender Mainstreaming

Efforts made so that the Gender Mainstreaming program in realizing Gender Equality in the City of Cirebon can run optimally and reduce the obstacles that occur, namely:

- 1) Increasing community participation by holding activities involving several groups of local communities in the Gender Mainstreaming program in Cirebon City.
- 2) Always provide information regarding Gender Mainstreaming in realizing gender equality in Cirebon City, that this program is very important for the success of development in Cirebon City.

CONCLUSION

The research on "Gender Equality and Women's Empowerment Between Expectations and Reality in Small Cities" found that the implementation of the gender mainstreaming program in Cirebon City DP3APPKB is ongoing but faces challenges such as lack of community participation and uncertain budgets. Despite these obstacles, the program has been successful in achieving gender equality in government and private sectors. Supporting factors include outreach for women and increasing the role of regional officials. Inhibiting factors include lack of community participation, coordination with community institutions, and commitment. To overcome these obstacles, increasing community participation and providing information about the program are essential for success in Cirebon City's development.

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