The implementation of law number 6 the year 2014 concerning with villages in gender-responsive development planning in Uluere District, Bantaeng Regency

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Abstract. The urgency of gender-responsive development planning in the implementation of village legislation is needed to facilitate the results of development that can be carried out by both men and women. This research aims to determine the efforts to increase gender mainstreaming in village development planning for the implementation of Number 6 the Year 2014 concerning Villages. This research was an evaluative descriptive study conducted in Uluere District, Bantaeng Regency. The method used was a sequential mixed method, including secondary data, i.e., the identification of data and the review of documentation relevant to the research and primary data, i.e. the data collected through focus group discussion and questionnaire with Likert Scale. The sample was selected purposively from six villages. The data were analyzed by transforming qualitative data into quantitative data using basic internal measurements. The results of the research indicate that the implementation of Law Number 6 Year 2014 concerning Villages in gender-responsive development planning in Uluere District, Bantaeng Regency has not been fully integrated properly. This by gender-responsive indicators, which are still in the moderate category. The contents of the village RPJM documents do not fully represent the integration of gender issues. The representation of women in the village in village government organizational structure and village community organizations is still in low category. The availability of human resources that understand gender and mainstreaming and regulations/policies in the village level are still relatively moderate even though budget support has been in high category. In such a condition, full commitment from village government is needed in ensuring gender-responsive development planning in the village level through continuous and gradual capacity building, information dissemination, social media and innovative in developing a policy program in accordance with village authority at the local scale as well as building cooperation with various parties related to gender-responsive development planning.

1. Introduction

Globally, gender inequality in Indonesia in the span of time between 2006 and 2015 decreased by around 2-3 points and almost every country experienced the same gender imbalance except for the countries of Croatia, Sri Lanka, Slovakia, Mali and Jordan [1]. While the world Gender Development...
Index (IPG) rate is 92.36 where Indonesia is still slightly above the world average with an IPG rate of 92.74.

However, even though the IPG that has been achieved is above the world average, gender equality in Indonesia still needs to be the main concern through the development carried out, particularly in the fields of health, education, economic and political participation in addition to considerations of population and area. Therefore, it requires the active participation of men and women in development planning in addition to a development strategy with a gender perspective (Gender Mainstreaming).

Gender mainstreaming in development planning can assist the government in sharpening targets or target groups because of disaggregated data [2]. In Indonesia, gender mainstreaming in development planning has been regulated in Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming in National Development. In the Inpres, in the first part instructed all ministries / institutions, provincial and district / city governments to carry out gender mainstreaming in order to carry out the planning, preparation, implementation, monitoring, and evaluation of national development policies and programs with a gender perspective in accordance with their task fields and functions, as well as their respective authorities.

This is one of the challenges for the government at every level in general and villages in particular in making gender issues as the mainstream in village development planning, especially after the enactment of Law Number 6 of 2014 concerning Villages which provides maximum autonomy for village governments in run his government in accordance with the authority and rights of the origin of the village. Thus the village government is able to think for them what are the needs and development priorities expected by the village community.

The urgency of gender-responsive development planning is very much needed since the central and regional governments have prepared very large funds for villages in the context of implementing the village law. With development planning that makes gender the mainstream, the management and utilization of Village Funds (DD) sourced from the central government and the Village Fund Budget (ADD) from the district government are more scalable because each development program in the village has ensured the number of male and female beneficiaries. Besides, gender-responsive development planning makes planning more sensitive to the needs of the community because each development program is based on disaggregated data for each field of development. And monitoring and evaluation mechanisms related to development achievements will be more easily measured.

Interpreting Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming in National Development in the implementation of Law Number 6 of 2014 concerning Villages is one of the most important steps and to achieve this in terms of policy implementation, support is needed in the form of Human Resources (HR), institutions, infrastructure and availability of funding [3].

Previous research entitled Gender Analysis in Village Development Planning in Sumberagung Village, Sumber Baru District, Jember Regency in 2015 by Hadi [4], concluded that the process of implementing village development planning through village deliberations was not in accordance with Permedagri No. 114 of 2014 concerning Village Development Guidelines, women's participation is very low and many proposals from women's groups that are not selected are priority proposals, in addition to several other studies the focus of research lies in identifying access, control, participation and benefits to women's groups which conclude they tend to be unresponsive gender [5–7].

Based on this the authors conducted a study with a focus on the implementation of Law No. 6 of 2014 concerning Villages in village development planning that is gender-responsive. This study aims to determine efforts to integrate gender mainstreaming in village development planning in the implementation of Law Number 6 of 2014 on Villages through (1) evaluation of gender-responsive village development planning and the availability of disaggregated data (2) analysis of Village RPJM documents (3) evaluation of women's representation in village government organizations, BPD and LPM (4) evaluation of the availability of human resources, budget support and regulations / policies (5) gender-responsive development planning strategies based on the challenges faced.
2. Method

2.1. Research approaches and types
This research is evaluative descriptive with the type of research used is sequential mixed methods with sequential exploratory strategy that is data collection in stages \[8\]. Gradual data collection includes secondary data collection, namely identification of data and review of documents relevant to research and primary data collection using a questionnaire with a Likert scale, observation and Focus Group Discussions (FGD).

2.2. Research site
The study was conducted in June - August 2018 in Uluere District, Bantaeng Regency, South Sulawesi. The research location was chosen intentionally (purposive sampling) because the entire area of Uluere Subdistrict consists of six villages that have carried out village development planning processes such as the preparation of the Village Medium Term Development Plan (RPJM - Desa) documents, Village Annual Work Plans (RKP - Village) and participatory Village Development Plan (Musrenbangdes) Deliberations.

2.3. Population and sample
Informants were determined by purposive sampling (i.e intentionally sampling data sources with certain considerations) \[9\]. The consideration in question is in the form of criteria that see the prospective informant with the information needed. Informants are divided into several criteria based on indicators that will be assessed on each research variable. The first criteria for the policy implementation variable, as many as 64 respondents consisting of 60 village government officials in 6 villages in Uluere District, each village as many as 10 people plus 2 Village Facilitators and 2 Village Local Assistance. The second criterion for the variable quality of village planning and organizational variables is as many as 6 people from the village administration related to regional administration data, population data, village government apparatus data, village organizations / institutions and other data needed in research. Whereas the third criterion for the assessment of indicators on gender-responsive variables, as many as 120 people from the Uluere District community consisting of 60 men and 60 women spread over 6 villages (the number of informants per village was 20 per village, each was 10 men and 10 women).

2.4. Data collection method
Data collection in this study began by collecting library sources, identifying document and research data needs and identifying respondents through: (1) Visiting each village in Uluere District to conduct informal hearings to identify the needs of research documents and data (2) Observation includes observation, systematic recording of events, objects seen and other things needed to support research viewed from a gender perspective. (3) Interviews with respondents who have been determined using a questionnaire that has been prepared. (4) Documentation Study in the form of document analysis is carried out to collect data sourced from existing archives and documents and (5) Focus Group Discussion (FGD) to discuss problem solving strategies related to challenges faced based on the results of data processing and information obtained during research.

2.5. Data analysis
The data obtained in this study are qualitative and quantitative. Quantitative data is obtained from gender-responsive variable data and policy implementation while qualitative data is obtained from organizational variable data and the quality of planning documents. To further simplify conclusions, all data obtained has been processed into quantitative data. According to Effendi (1998), data analysis is performed by transforming qualitative data obtained into quantitative data using interval measurement bases, where measurements are not solely sorting objects (or data) based on an attribute, but are expected to be able to provide information about intervals between one object and another \[3\].
In this study for the assessment of indicators of each variable that has been determined using a questionnaire with the Likert Scale. The liker scale is a derivative of classical test theory that distinguishes between a true score and an observed score, where the true score is the theoretical value of each subject on the variable or construct to be measured, while the observed score is the true value obtained from the measurement process [10].

Data collected by questionnaire is then processed by first determining (1) interval (distance range) and percent interpretation so that the final assessment of each indicator is obtained through the 100 shares with the highest score of liker (in this study, the liker scale uses 3 choice points answers / responses), (2) Determine the highest score and the lowest score of liker, (3) Group the answers of respondents to calculate their scores by multiplying the total number of respondents who chose by choice of liker scores, then (4) Total score of respondents' ratings for each indicator is the result of the value generated using the index formula obtained from the total quotient of the score with the highest score of the score multiplied by 100%. Data processing is performed using Microsoft Excel for Windows 2010.

3. Result

3.1. Sample characteristic

In the policy implementation variable, in the assessment of each indicator, respondents came from the village government apparatus and village assistants as many as 64 people consisting of 42 men and 22 women. The age range of respondents between 19 years and 65 years and above with the lowest level of education is junior high school and the highest education is Strata 2 (S2) with long time working as a village government apparatus between 1 year to 15 years and above.

On organizational variables, where the assessment is done by looking at the representation of women in village government organizations, the Village Consultative Body (BPD) and the Village Empowerment Institute (LPM) of the Village. The data source is secondary data obtained in each village.

Likewise with the variable quality of the Village Medium Term Development Plan (RPJM-Desa) document, the assessment is carried out through a review and research of the contents of the document. This data source is also secondary data obtained in each village.

In the gender-responsive variable, in identifying indicators of access, control, participation and benefits, it was conducted through a survey with 120 respondents consisting of 60 men and 60 women spread in 6 villages in Uluere District. The age range of respondents ranged from 19 years to 45 years and above with varying levels of education and employment.

3.2. Policy implementation variables

Table 1 shows that the availability of Human Resources (HR) obtained a score of 42.58 which was interpreted as being moderate, meaning that the availability of HR who knew and understood gender and its mainstreaming was not yet available at village level. As for the indicators of budget support, a score of 72.23 is interpreted high. This is evidenced by the high budget received by the village in implementing village development planning. The indicators for supporting regulations / policies that are gender-responsive based on the results of the assessment calculation are in the medium category with the acquisition of a value of 57.41. The results showed that the implementation of Law Number 6 of 2014 concerning Villages in Uluere District with three assessment indicators namely the availability of human resources, budget support and policy regulation support was still in the medium category with the acquisition of a value of 57.41.
Table 1. Measurement results of variable indicators for policy implementation in support of the integration of gender mainstreaming in village development planning.

| No. | Indicator                                      | Selection Score | Interpretation |
|-----|-----------------------------------------------|-----------------|----------------|
| 1.  | Availability of Human Resources (HR)          | 42.58           | Medium         |
| 2.  | Budget Support                                | 72.23           | High           |
| 3.  | Regulation/Policy Support                     | 57.41           | Medium         |
|     | Total                                         | 172.22          |                |
|     | Uluare District                               | 57.41           | Medium         |

Source: Research Data Processing Results, 2018

3.3. Organization variables

Table 2 shows that the representation of women in the organizational structure of the village government and the organizations / institutions in the village is still very low. This can be seen from the available data, the total village government apparatus, BPD management and Village LPM are 402 people, consisting of 293 men or 72.89% while women are only 109 people or 27.11%. Percentage based on organization / institution, the representation of women in the village government organizational structure is only 17.69% of the total 277 people, in the Village Consultative Body (BPD) the representation of women is 26.19% of the total BPD management as many as 42 people. While the representation of women in the Community Empowerment Institution (LPM) in the village, 59.04% of the total management was 83 people. From table 2 shows that the representation of women in village government organizations is in the "low" category with the acquisition of 5.56 as well as the representation of women in the Village Consultative Institution. Likewise, at the Village Community Empowerment Institute (LPM), women's representation is still in the "low" category with the 16.67 assessment results.

Table 2. Measurement results of variable representation indicators for women in organizations in the village.

| No. | Village Organizations / Institutions | Gender | Total | % Women | Earnings Score | Interpretation |
|-----|-------------------------------------|--------|-------|---------|----------------|----------------|
| 1.  | Village Government                   | L 228  | P 49  | 277     | 17.69          | 5.56           | Low            |
| 2.  | Village Consultative Body (BPD)      | L 31   | P 11  | 42      | 26.19          | 5.56           | Low            |
| 3.  | Village Community Empowerment Institute (LPM) | L 34 | P 49 | 83 | 59.04 | 16.67 | Low |
|     | Uluare District                      | L 293  | P 109 | 402     | 27.11          | 27.78          | Low            |

Source: Village Government Data and Research Data Processing Results, 2018

3.4. Variable Quality of Planning Documents

Table 3 shows the results of the measurement of the quality of the Village RPJM documents showing that the Village RPJM documents in Uluere Sub-district are still categorized as "gender neutral" with a score of 44.44.

Table 3. Results of Measurement of Variable Indicators of Quality in RPJM-Village Documents

| No. | Indicator                                      | Interpretation | Selection Score |
|-----|-----------------------------------------------|----------------|-----------------|
| 1.  | Quality of Planning Documents (RPJM-Desa)     | 44.44          | Netral Gender    |
|     | District Uluere                               | 44.44          | Netral Gender    |

Source: Research Data Processing Results, 2018
3.5. Gender-responsive variable

Table 4 shows the results of the assessment of indicators of gender-responsive variables consisting of access, control, participation and benefits in the "medium" category as well as indicators of disaggregated data availability. The results show the assessment score for the access indicator is 60.93 (moderate), control is 51.67 (moderate), participation is 50.69 (moderate), benefits (55.63) and the availability of disaggregated data is 38.89 (medium). In general, in Uluere Subdistrict, gender-responsive efforts are still in the medium category with an assessment score of 51.56, when compared to access, control, participation and benefits based on gender, the male group is more dominant with an assessment score of 65.69 compared to the female group with an assessment score of 43.77 although still in the same representation (medium).

Table 5 shows that the score of the measurement results of the indicator variables in the analysis of the implementation of Law Number 6 of 2014 concerning Villages in gender-responsive development planning in Uluere Subdistrict, Bantaeng Regency is 44.60. So with the measurements used, it can be stated that the implementation of Law Number 6 of 2014 concerning Villages in Development Planning in Uluere District, Bantaeng Regency is "moderate" or sufficient, but still not high enough.

Table 4. Measurement results of gender-responsive variable indicators (outcomes of access, control, participation and benefits and disaggregated data in the integration of gender mainstreaming in village development planning).

| No. | Indicators                        | Score | Interpretation |
|-----|----------------------------------|-------|----------------|
| 1.  | Access                           | 60.93 | Medium         |
| 2.  | Control                          | 51.67 | Medium         |
| 3.  | Participation                    | 50.69 | Medium         |
| 4.  | The benefits                     | 55.63 | Medium         |
| 5.  | Disaggregated Data Availability  | 38.89 | Medium         |
|     | Total                            | 257.81|                |
|     | Uluere District                  | 51.56 | Medium         |

Source: Research Data Processing Results, 2018

Table 5. Results of measurement of variable indicators analysis of implementation of law number 6 of 2014 concerning villages in gender-responsive development planning in uluere district, bantaeng regency.

| No. | Indicators                        | Score       | Interpretation                 |
|-----|----------------------------------|-------------|--------------------------------|
| 1.  | Policy Implementation            | 57.41       | Medium                         |
| 2.  | The Quality of the Village RPJM | 41.67       | Netral Gender /Medium          |
| 3.  | Organization                     | 27.78       | Low                            |
| 4.  | Gender-responsive                | 51.56       | Medium                         |
|     | Total                            | 178.41      |                                |
|     | Uluere District                  | 44.60       | Medium                         |

Source: Research Data Processing Results, 2018

4. Discussion

In this study it can be seen that the integration of gender mainstreaming in village development planning in the implementation of Law Number 6 of 2014 concerning Villages is still in the medium category with an assessment score of 44.60. This confirms that all indicators on each variable still require good intervention from the government at every level, especially the village government as a focal point at the village level.
The implementation of the policy of Law Number 6 Year 2014 concerning Villages is a great opportunity and challenge for village governments in regulating, managing and running their government in accordance with the authority of local scale villages including in terms of development planning so that making gender mainstreaming as a strategy can be done by the government village. The support needed by the village is currently in the form of the availability of human resources who understand and understand gender and its mainstreaming, in addition to budget support and regulations and / or policies at the village level. This is in line with the Edward III Model statement quoted by Widodo (1996) proposing four factors and / or variables that can determine the success and or failure of a policy implementation, namely communication factors, resources, facilities and information and authority (information and authority) and others, dispositions (Dispositions) and bureaucratic structures (bureaucratic structure) [2].

This can happen if the central, regional and village governments have a commitment in integrating gender mainstreaming in development planning in the implementation of the village law which according to Gogging in Akib [11] that the implementation of the policy, the success of its performance can be measured based on 3 variables namely 1) encouragement and coercion at the federal level, 2) central / state capacity, and 3) encouragement and coercion at the central and regional levels. This is based on the understanding that policy implementation is an effort to transfer information or messages from higher institutions to lower institutions.

Women's representation in the organizational structure of the village administration, the Village Consultative Body (BPD) and the Village Empowerment Institute (LPM) of the Village is still very low. This indicates that the existence of women's groups in the decision making process is still very low. According to Megawangi the representation of women in an organization is not a primary marker of gender-responsiveness or not, even though the UNDP's gender equality measure, which is 50/50, means that equality will occur if male and female representations are equal, 50% and 50% [12].

However, with other considerations that the involvement of women, as far as possible is expected to be the spearhead in fighting for the rights of women and other marginal groups, both in the work environment and in society because they already know well what are their basic and practical needs, more sensitive to phenomena and conditions that occur so that when associated with village development planning, of course, women's groups will fight for what is needed even though sometimes the intervention of men's groups still dominates.

The conditions that occurred in Uluere Subdistrict were the markers of the results of evaluating women's representation in the organization, in the village government organizational structure, besides the representation of women which was still very low, it was also seen from the positions and / or positions that were managed by women's groups, mostly staff, so in intervening policies and program activities that are gender-responsive are still very weak because they do not have a key role in the decision making process.

This also applies to the Village Consultative Body (BPD), where the representation of women's groups is still very low based on available data. Most women's groups occupy the position of secretaries and members of the BPD while all BPD chairmen are men. Determination of Chairpersons concurrently members, Deputy Chairpersons concurrently members and Secretary concurrently members and members of the BPD are determined through deliberations of elected BPD management. In the determination process, the determination of secretaries from among women always occurs because of the stereotype or labeling for the women themselves. Women tend to be considered to have good managerial skills, neat, thorough in terms of administration so that it becomes the basis, the position of the secretary is more appropriate for women than men.

The same is true for the representation of women in the Village Empowerment Institution (LPM) whose assessment is still in the "low" category. The condition of the Village Empowerment Institution (LPM) in Uluere Subdistrict, which is spread in six villages, has not yet been fully active in carrying out planning functions in development at the village level as are its main tasks and functions. This is because they do not understand well what their duties and responsibilities are. LPM administrators are only active if needed or in the process of implementing village development planning meetings, so that
the functions of the LPM as an empowerment and planning institution in the village have not fully gone well. This is due to the lack of support, guidance and organizational development and capacity building.

Besides that, the quality of village development planning documents in Uluere sub-district is basically still gender neutral which, according to [2], is defined as a policy, program, activity or condition which does not favor one sex. This is indicated by (1) the absence of specific statements about equality in gender justice as one of the important elements in development planning at the village level by considering Gender Equality and Gender Equality (KKG), (2) There is no analysis of gender issues specifically described in every strategic development issue at the village level, (3) There has not been any statement that specifically describes gender mainstreaming in the vision and mission as well as the direction of development policies and strategies in the village, and (4) The development programs listed in the village development planning document have not measured in terms of the number of male and female beneficiaries so that monitoring and evaluation materials are still very minimal in measuring the performance indicators of village governance in a certain period [9].

In addition, the lack of availability of disaggregated data is one of the things that greatly influence the quality of planning at the village level. Therefore, development with gender mainstreaming as a strategy requires political will of policy makers to include a gender perspective in all policies and programs that lead to gender equality supported by gender sensitive data [12].

On the other hand, besides capacity building, budget support and policy / regulation, representation of women's groups, the most fundamental thing for gender-responsive development planning is the existence of community access and control supported by active participation in order to benefit from the results of development carried out. Access, control, participation and benefits by the community tend to be still weak (moderate), because of the imbalances that occur between men and women both in domestic and public environments.

The still strong stereotype or labeling prevailing in society which considers that how much decisions are taken by women in the end the opinions of men are always taken into consideration in the decision making process. This happens because the role of men both in the public environment especially in the domestic environment is still considered more influential than women.

There have been efforts to mainstream gender in village development planning in Uluere Subdistrict of Bantaeng Regency through the results of research as the main marker, but it still needs attention from stakeholders as a form of promotion of gender sustainability, which according to Walby [13] involves three key roles, namely reinvention, restructuring and changing and or making a new image (rebranding).

5. Conclusion and Recommendation
We conclude that the results of the study show that the implementation of Law No. 6 of 2014 concerning Villages in gender-responsive development planning in Uluere Subdistrict, Bantaeng Regency has not been fully integrated properly. Under these conditions, a full commitment from the government is needed in order to ensure gender-responsive development planning at the village level through a strategy of capacity building in a tiered and sustainable manner, dissemination of information and media dissemination, innovative in preparing a policy program in accordance with the authority of the village on a local scale village and building cooperation with various parties who have an interest in village development, especially in gender-responsive development planning.

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