



Administrative Analysis of Woman Representation in Public Sector: A Case of Kediri District, East Java

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ABSTRACT

Women play an important role in development, both in developing countries and in developed countries. As mentioned in Law No. 22/1999 and No. 23/2014, women should have an equal role in local government. This study aims to analyze the law's implementation in terms of women's role in local government in the Kediri Regency, East Java. This study showed that females dominated the number of government employees. The proportion of women working in public services varies across the office services. Women are concentrated in specific sectors requiring expertise, such as health care, education and social welfare. Conversely, the lowest proportion of women is in construction-related sectors. However, the proportion of women in the House of Representatives remained low. These findings imply that local governments should pay attention to allocating female employees. Regencies with female (or male) employee disproportion should be transferred reasonably, the mutation of employees should be fair, and the recruitment of new employees should also be proportionate.

Key word: proportion, women's role, regency government, public services

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1. INTRODUCTION

At the IV women's conference held in Beijing, China in September 1995, many world women's figures voiced hopes to raise awareness of the importance of equality between women and men. Important messages from the conference were voiced by female figures from member countries of the United Nations (UN), namely the First Lady of the United States, Hillary Rodham Clinton, and the Prime Minister of Pakistan, Benazir Buttho. It is said that this is the time for women to speak out to break the silence on women's rights that has lasted for centuries, and this is an opportunity for women to be heard.

Public opinion about women in the history of society, whenever and wherever, has always included women in a class that belittles the dignity of women and views them as second-class servants after men. The program to increase the role of women towards equality between women and men in Indonesia reflects and embodies the process of women's emancipation as outlined in Kartini's letters through her book *Habis Gelap Terbitlah Terang*. The partnership between women and men is a long road that has been challenging since RA Kartini until Prime Minister Benazir Buttho led the country.

In more prosperous countries, the people's welfare level and the composition of the number of male and female employees are balanced. As stated by Mutume (2001), countries that pay attention to equality in the number of employees in government will be more advanced than countries that oppress women. In Indonesia, every human being is guaranteed by the constitution. It has the same right to serve himself according to his profession and expertise throughout the archipelago without distinction of gender. In the 1945 of Indonesian Constitution, article 27 emphasized equality and obligations for the population without distinguishing between men and women in health, personal rights, politics and work. For example, women's proper position in terms of rights and obligations means that their rights, obligations and position in the family and society are also respected. In this regard, the role of Indonesian women is increasingly experiencing development, as is the fact that many women now hold important roles in the executive, judiciary, legislative, and various community organizations.

The 1945 Constitution of the Republic of Indonesia Article 28 I concerning Human Rights states that "Every person is free from discriminatory treatment on any basis and has the right to receive protection against such discriminatory treatment". Apart from that, Law Number 39 of 1999 concerning Human Rights Chapter II Article 3 Paragraph 3 reads, "Everyone has the right to the protection of human rights and human freedom, without any basis for discrimination". Based on these two laws and regulations, it can be seen that both men and women, as fellow human beings, have the same rights and are free from discrimination, including gender discrimination. Gender is the social relationship between men and women and the construction process of social relationships that occurs in the Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia (KPPPA RI, 2022).

Gender refers to differences in the role of attributes and opportunities in the political, economic, social and cultural fields related to women and men who grow and develop in society (Jhpiego, 2016). Gender roles are behaviours that exist in society that contain stereotypes regarding activities, tasks, roles or responsibilities that should be owned or carried out by men and women. Gender roles vary across races, ethnicities, religions, and cultures. Gender roles are divided into the roles of production, reproduction, society and women's politics (KPPPA RI, 2022). Gender roles are learned through socialization, so they are dynamic (Siqueira et al., 2021). Current facts show that in Indonesia, there is still gender inequality. The National Gender Inequality Index in 2020 reached 0.40, which means that gender inequality resulted in a failure or loss in human development achievements of 40%, Central Bureau of Statistics (BPS, 2021). Furthermore, based on the 2022 Global Gender Gap Report, Indonesia

is ranked 92nd out of 146 countries with The Global Gender Gap Index, namely 0.697 (score range 0-1) World Economic Forum (WEF, 2022).

Gender equality refers to equal conditions for men and women in terms of fulfilling their rights as people and the opportunity to play a role in the political, economic, social, cultural, education, development and, defence and security (Sulistyowati, 2020). Objective Gender equality in Indonesia is contained in Term Development Plan policies Intermediate 2020-2024, namely improving gender equality and women's empowerment.

The resulting gender inequality can have various negative impacts on women. The impacts that arise include the potential for women to do productive things being limited or reduced, the marginalization and exclusion of women, and the psychological and economic conditions for women decreasing (Gusmansyah, 2019). Karwati (2020) reveals that subordination of women inhibits the achievement of gold era. Apart from that, gender inequality can also result in women experiencing exploitation (Sofiani, 2010). In fact, women have significant contribution to economic development (Bayumi et al., 2022; Probosiwi, 2015). Gender inequality has become a global issue that various countries are trying to overcome. A total of 159 heads of state on 25 September 2015 at the UN General Assembly prepared and established the 2030 development agenda called the Sustainable Development Goals (SDGs). SDGs is a global development agenda with a vision to improve economic prosperity continuously, maintain the sustainability of social life, protect the quality of the environment, fulfil the principles of justice, and ensure the realization of governance based on improving the quality of future generations. The SDGs to be achieved include 17 goals, one of which is gender equality (Kementerian Perencanaan Pembangunan Nasional, 2020).

Through Presidential Instruction Number 9 of 2000 concerning Gender Mainstreaming in National Development and Minister of Home Affairs Regulation Number 15 of 2008 concerning General Guidelines for Implementing Gender Mainstreaming in Regions, a juridical basis is needed as a guide in provincial or regional governments. Gender mainstreaming is an effective strategy for realizing gender equality and justice in family, community, national and state life, which has been agreed upon by the international community. This effort is carried out integrated and coordinated across all regional work units and vertical agencies in the regional government.

The coalition of women's issue activists and the coalition of women members of parliament are carrying out a persistent struggle for women's representation in parliament. Ultimately, this struggle bore sweet fruit amidst the blossoming of democracy and openness in this reform era. Women's representation in parliament and political parties has been successfully promulgated formally in Article 65 of Election Law No. 12 of 2003. The essence of Article 65 is establishing a quota system for at least 30 per cent of state policy-making institutions to be filled by women.

Increasing the role of women as equal partners with men in development means increasing women's responsibilities as independent individuals in the family and community. Together with men, women are responsible for the welfare and happiness of the family. To realize this, hard work is needed, accompanied by increasing the quality of productivity of female workers as strong development people in various sectors.

By law, Indonesian women have the same opportunities as men to work in development. Therefore, to improve their position, gender mainstreaming is needed so that women can participate in the development process. There is a guarantee that women's role, qualities and rights are the same as men to enjoy their rights as citizens in the economic, socio-cultural, political and legal fields. This is an effort to realize gender equality and justice in development.

Referring to Law No. 39 of 1999 concerning Human Rights, all citizens have the right to receive services from the state. Therefore, mainstreaming the issue of sexual diversity in stages of social activity is our common challenge. Observation results show that women's work institutions at various levels and sectors still need to improve. Grassroots movements have struggled to survive in assisting poor, marginalized and vulnerable women as a result of little support.

Women's and gender studies at the university level must fight for its existence in a masculine, materialistic university culture and structure that prioritizes hard sciences and profit orientation. Komnas Perempuan, as a state organization, also faces institutionalization challenges with the discourse of integration and restructuring of various National Commissions, which tends to position women's issues as subordinate issues.

Their gender largely determines the type of work women carry out, while men do not. Women's work is always connected to the domestic sector. If she works, her job is not far from household jobs, such as midwife, nurse, teacher and secretary, which require more manual skills. This is based on the assumption that women only rely on natural skills. The natural characteristics of women who are obedient, loyal, thorough, diligent, and have skilled hands cause them to be seen as less skilled workers. Thus, the real effect is that women earn lower incomes compared to male workers who are considered skilled or educated.

A balanced composition between male and female employees will produce better community service products. This is based on the premise that a society that is discriminatory based on gender indicates higher levels of poverty, low economic growth, poor governance, and a worse quality of life compared to a society that equalizes gender (Mutume, 2001). Based on this phenomenon, this study aims as follows. (1) Analyze the extent of the composition of female employees in regional government in the era of regional autonomy, including in the Regional People's Representative Council. (2) Examining sectors that have a good balance in terms of the number of male and female employees.

Violence against women is one of the problems that women often face today. From 2019 to 2020, it has been identified acts of violence against women increased from 450 cases to 760 cases (Asman, 2021). In his research, it assessed that there are two main factors behind the occurrence of acts of violence against women: the first is economic problems experienced by families, and the second is caused by social culture, in this case, the existence of unequal power relations between men and women, which causes subordination or putting women first. In the world of employment, efforts to realize gender equality have not yet been fully implemented. This can be seen from several gaps experienced by female workers, both from institutions and socio-cultural backgrounds (Nuraeni and Suryono, 2021). Gender gaps that originate from institutions include the stigma that the experience and level of education of female workers are still lower than that of male workers, the assumption that women can only do work in specific fields, and the view that women are less productive than men.

Meanwhile, socio-culturally, in the form of a patriarchal concept that is still adhered to in some areas, women are required to take care of the family, which is considered more important than a career, and the family's parenting style for girls is not appropriate. Gender problems that usually occur in society if we pay attention to it widely can take root. from the beliefs held or believed by the local community, such as habits that have been passed down from parents or ancestors, as well as religious doctrines obtained from confident religious leaders who have different backgrounds. Beliefs, whether originating from ancestors or certain religious teachings, may still be feasible in the past. However, currently, with the development of the times and the ever-changing social order, a more in-depth study is needed to reconstruct relevant teaching to be applied in life. In Islam, for example, regarding gender issues, there is quite a serious debate between traditionalists and modernists, especially regarding issues of

marriage, polygamy, the headscarf, women's rights in the economy, work, inheritance and leadership (Amin, 2019).

According to Lilja et al. (1998), gender issues occur because of local socio-cultural conditions that position women in less favourable conditions. For example, women are the primary victims in Indonesia's political and economic difficulties (Ahmad, 1998). Although Indonesia's female unemployment rate increased by 14 per cent, while the male unemployment rate increased by 27 per cent, women's wages are much lower than men's wages. Women appear to be more active in economic activities but receive lower wages due to economic hardship. Culture places women at a disadvantage in the formal sector and forces them to work in the informal sector, such as the agricultural sector in rural areas. This situation causes the quality of jobs available to women to be lower (Third World Network, 2020).

Hoffnar and Greene (1996) emphasized that gender discrimination also occurs in the public and private sectors because men are paid higher wages than women. Gender discrimination is increasingly evident in the private sector. The implication is that a reduction in the female workforce in the public sector has led to a higher increase in gender discrimination in the private sector. One of the causes of gender discrimination in paying wages is unequal information, so employers tend to consider women to be less skilled than men (Koeber and Wright, 2006). However, women in this democratic era have the same rights as men. Several cultures, namely the Minangkabau tribe, have even firmly placed women as number one. However, women's participation in politics and government still depends on self-assessment (Idris, 2010). This means that women still need to be fully confident in their abilities. There is a phenomenon of over-education and under-education in the female labour market in West Sumatra, which means that women's income is independent of their level of education (Saputra and Junaidi, 2011).

Local socio-cultural conditions also require women to take care of the household and care for children, so they have less time available for work, and their productivity is lower than their counterparts. One of the causes of women's low productivity is their need for more specialization in work compared to men (Leahey, 2006). Furthermore, there is evidence that women-run businesses also show lower levels of capital use and lower opportunities for obtaining credit. There is a strong perception that women in rural areas receive loans only for sudden and emergency needs, so only a small amount can be allocated for productive activities (Ghosh, 2020). If they are freed from caring for children and the household, women's productivity is no different from that of females (Lilja et al., 1998).

Gender discrimination does not only occur in the urban sector. Due to their social position in rural society, women's productivity is seen as lower than men's. For example, women have lower land tenure rights, fewer educational opportunities, and less frequent agricultural training compared to men (Mariyono, 2022). Lilja et al. (1998) argued that women's productivity in the rural and agricultural sectors would be no different from men's productivity if women were freed from social roles in rural communities.

Until 2011, Komisi Nasional (KomNas) Perempuan found 207 discriminatory policies, including Regional Regulations (Peraturan Daerah) on prostitution that used a moralistic approach. The implementation of the Prostitution Regulation is intended to eradicate social ills in society so that religious teachings can create a better social order of life. Despite the good intentions of implementing this Regional Regulation, many problems arise at the implementation level. Although the formulation of these regional regulations is gender-neutral, in reality, they tend to be aimed at women. Naturally, many women complain about implementing this regional regulation, which has a moral nuance, especially

those who have been raided and tried. Some of those on trial were not commercial sex workers (Yuliani, 2014).

The existence of regional regulations like this actually worsens women's impoverishment. It was recorded that in 2009, there were 38 regional regulations on prostitution, and in 2011, there were an additional 11 regional regulations, bringing the total to approximately 55 regional regulations on prostitution that criminalize women. These conditions increasingly show that the state's solution prioritizes moralism rather than resolving the roots of women's impoverishment. This policy limits women's rights to access livelihoods, especially women's economic rights.

Myopic, prejudiced and moralistic policies make women who work for the survival of their families targets for arrest. For example, in Tangerang City, which is the economic backbone of Jakarta, many women become vegetable traders at night, labourers who have to work night shifts, and women who have to work in the service sector at night. Using a moralistic approach towards women in this type of work will be vulnerable to stigma and criminalization. In the north coastal region, the Prostitution Regulation was implemented as a purification of the region's image because of the large number of sex workers due to the impoverishment of women. Migrant regional regulations in several regions, on the one hand, do not provide protection but instead give regional authorities the authority to collect taxes through a lengthy recruitment process, which ends up burdening migrant domestic workers because of the high costs of working abroad (Komnas Perempuan, 2012)

Discrimination is caused by economic inequality. The economic crisis has increasingly opened up opportunities for impoverishment, which has had an impact on discrimination against women. Poverty and the impoverishment of women occur due to at least two fundamental things: unfair structures and biased development policies. The patriarchal structure of society has marginalized women's structural economic role in development because, socio-culturally, women are placed as 'reserve players' and deny the role of the third gender in the economy. In addition, development policies that tend to prioritize men in every stage of development create a process of impoverishment of women and the third gender.

We are accumulating debt to the international community and need to be more critical of various international trade standardizations which actually weaken the nation's position. The impoverishment of women through deprivation of their sources of livelihood also forces women without preparation to become workers in the informal sector to survive. The choice is to become a domestic worker, both at home and abroad as a migrant worker, factory worker, sex worker or woman in situations of conflict and struggle for natural resources.

2. METHOD

This study uses a descriptive research model that describes findings systematically and factually by comparing research objects (Kemp et al., 2018). Descriptive studies can be carried out because sufficient knowledge about the problems faced has been available (Olson and Lauhoff, 2019).

This study adopted an administrative analysis (Lunenburg and Ornstein, 2021) that covers various responsibilities and organizations in areas of business operations in the institutions. Administrative analysis is aimed at locating and collecting appropriate information, which involve working with institution officials to retrieve reports and projections, dialogue with or observing employees in action.

In the grand division of labour theory, every work has a particular expertise and passion. Likewise, in public services, the division of labour theory applies. Various jobs in public services should be carried out based on specialisation. Jacobsen (2018) emphasizes that gender roles could be one of the division

of labour applications. Division of labour by gender administratively can improve public services since some works will be perfectly done by women and others by men. Such application has a potential to improve the performance of employees providing services to the community.

The research subjects in this study include the total proportion in regional government in terms of the number of female employees in the House of Representatives and public services within the district government. This research unit is at the district level, and research was carried out in Kediri Regency in 2022. Data were taken from official publications of the Kediri Regency regional government in various years. This district was chosen because it is one of the largest districts in East Java. Descriptive data analysis was carried out using pie chart and bar chart tools. Discussion was carried out on the findings referring to the balance of the proportion of women and men in each service sector.

3. FINDINGS AND DISCUSSION

In 2020, the number of civil servants in the Kediri Regency Regional Government was reported to be 9016 employees. From this number, the proportion of women and men was then analysed. The proportion of civil servants in the Kediri Regency Regional Government, as in Figure 1, shows that the proportion of female employees is 58 per cent. If we refer to the regional autonomy law, this proportion is high because it states that women have equal rights, which can be interpreted as reaching 50 per cent. Moreover, this proportion is very good if it is seen from the World Bank's target, which states that the proportion of women involved in official government activities is a minimum of 30% (World Bank, 2021 ; 2001).

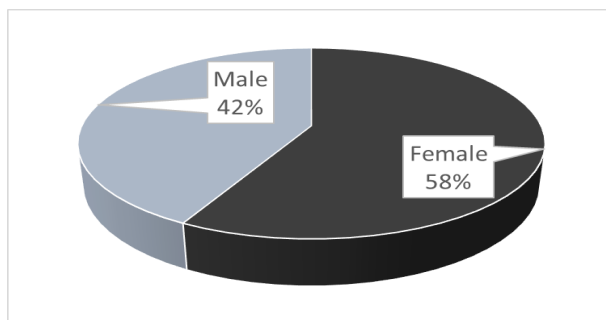


Figure 1. Gender composition of total public employees

The fact that more than 50% of employees in the District of Kediri are female is outstanding because women's participation in the public sector is considered high. This phenomenon needs more elaboration as male employees usually dominate in public sector administration. The paper needs to show that the head of Kediri District, called "Bupati" is a woman for two periods. At the time, many districts and municipalities in East Java were led by women—for example, Surabaya and Batu municipal areas, Probolinggo, Mojokerto, Banyuwangi and Bojonegoro. Even, the governor of East Java province is also a woman. Such a condition has led to a conducive situation for females to be involved in the public sector, particularly for posts requiring women as executors. This is the fact that if a woman is provided with a chance to contribute to regional development, she will showcase her potentials.

Figure 2 depicts the composition of civil servants in the Kediri Regency Regional Government based on class/rank. The proportion of female employees in all groups can be seen. This situation shows that women take more roles at a higher level. Of course, this situation is excellent because, if seen from the perspective of the SDGs, the Regional Government of Kediri Regency has shown good things because it has placed women in a better position. This finding follows the study of Larashati (2022) that equalizing the woman role in the development can improve the achievement of SDGs.



Figure 2 Gender composition by level of employee

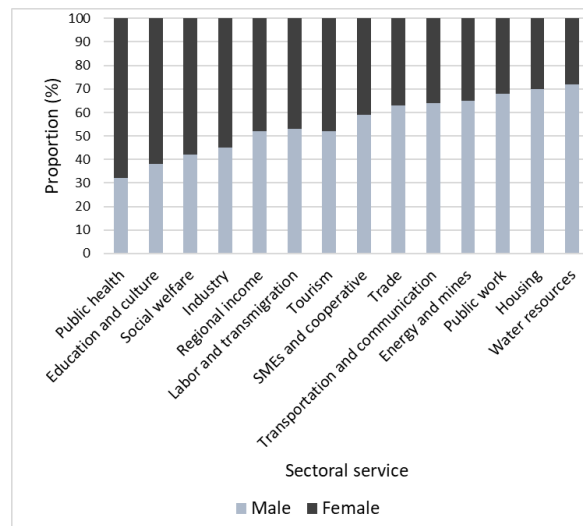


Figure 3. Gender compositions in public services

Departments within the district government are public service units that relate directly to the community. Figure 3 shows variations in the composition of female employees within the Kediri Regency Regional Government. It can be seen that the proportion of female employees in the Health Service shows the highest figure, namely almost 70 per cent. Meanwhile, departments related to infrastructure, namely traffic and transportation, as well as public works and water resources, are dominated by male employees. The proportion of female employees in other services is around 30-40 per cent. It can be seen that the proportion of female employees is concentrated in the Health Service. Figure 4 shows interesting facts about female employees in the Health Service.

Figure 4 shows that the distribution based on areas of expertise of female employees in the Health Service is uneven. Nearly 90 per cent of female employees in the Health Service are in the pharmaceutical sector. At the medical level, the Health Service in Kediri Regency is still dominated by men. One interesting thing is that in nursing, the proportion of men is higher because it almost reaches 65 per cent. This is not like many people think that women usually dominate nursing.

Apri Kuntariningish, Aria Adi Negoro

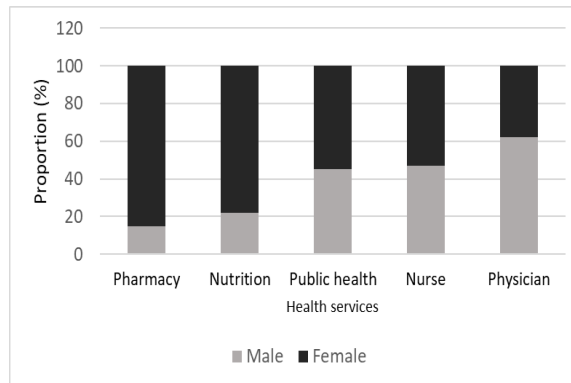


Figure 4 Gender composition in di district health services

The Education Department also has a fairly high proportion of female employees, namely around 40 per cent. Figure 5 shows that the composition of employees in schools at the senior secondary, junior secondary and elementary school levels is almost the same, namely around 45 per cent. Of course, this is good because women have the same place. Considering that the Department of Education is a public service that plays a role in making the nation's life more intelligent, with a proportion that is not too unequal, the quality of education can be improved. This is based on the idea that if the composition of female employees is not unequal, it will result in better productivity (Mutume, 2001).

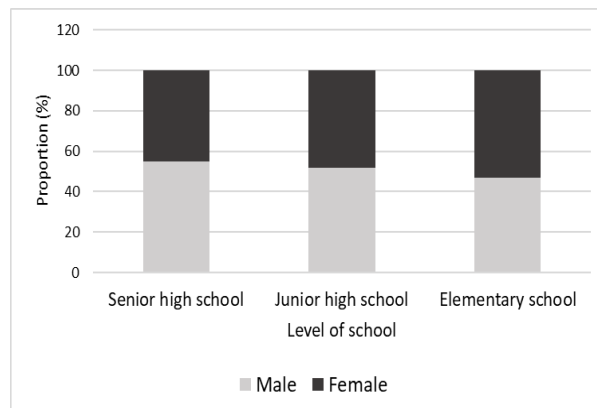


Figure 5. Gender Composition in Education of Educational Services

This study is complemented by the proportion of women in the House of Representatives in Kediri Regency for the 2014-2019. This is important because the representative carries out a supervisory function over the running of regional government. Figure 6 shows the composition of board members based on gender.

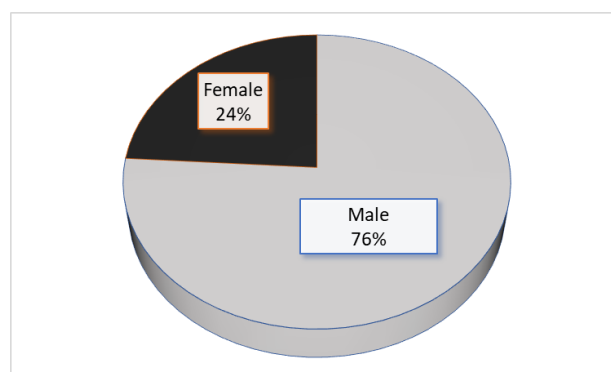


Figure 6. Gender composition in the regional house representative

The number of people's representatives who sit on the legislative, the House of Representatives, are as many as 50 people, consisting of 38 male members and 12 female members. It can be seen in Figure 6 that the proportion of women in the House of Representatives is still low, namely only 24 per cent. This situation shows that this proportion still needs to meet the quota targeted by the 2003 general election law (Prihatmoko, 2009), namely 30 per cent. If explored further, the lack of a target proportion of women in the representative comes from the lack of legislative candidates, which is less than 30 per cent. Women's involvement in the regional general election process is also still low. Only around 20 per cent of women acted as regional general election committee members, and less than 20 per cent acted as campaigners. This shows that women have not yet received a proportional place in the regional political arena.

4. CONCLUSION

This study concludes that women's involvement in government in Kediri Regency has been more than equal. Women are more specialized in fields that provide services to society directly, namely health, social welfare and education. In the health sector, women's roles are more in the fields of pharmacy, nutrition and public health. Meanwhile, in education, women's roles are spread evenly across all school levels: elementary, middle and high school. The proportion and role of women in the legislature during the 2004-2009 general election process was still deficient. Then, the proportion of women who sit in the local parliament was only 24 per cent. Meanwhile, less than 30 per cent of female legislative candidates were nominated. The role of women in general election committees and campaigners was also low.

In general, the proportion of women's involvement in the executive and legislative branches still needs to be increased. However, it has been balanced in several departments within the Kediri Regency Government. This is in line with the phenomenon that gender equality can improve development, and society's quality of life and happiness can be improved by improving gender equality.

With the evidence that women play significant roles in public services, other districts might resemble the Kediri District case starting from the recruitment that provide and encourage women to apply in all sub-division including the house of representative at district level. This action will provide good impacts in terms of economic and social aspects related to human capital development.

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