

Human Resources Development: Women Role Optimization in the Local Government Bureaucracy in Central Sulawesi, Indonesia

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Abstract

Research on gender roles in relation to government bureaucratic structures is still minimal. This study aims to find answers to the main problem, namely how the role of women in the local government bureaucracy seen from human resource development aspect in Central Sulawesi Province. This research is a qualitative descriptive study which aims to create a picture of the gender presentation in the bureaucratic staffing and the role of women. The subjects of this study were women who hold echelons. The data collection technique used in this study was literature review. For the validity of the data, the cross check technique was used. The data analysis technique used is the inductive analysis technique. The results showed that the role of women in the local government bureaucracy in Central Sulawesi was still not fully implemented. The echelon holder ratio is still dominated by men. However, it is possible that this ratio will change over time.

Keywords: Gender, Bureaucracy, Development, Echelon, Policy

Introduction

A policy made by the government certainly has standards, targets and a form of working mechanism (Ahsan et al., 2020). To avoid arbitrary consequences resulting from an increasingly disaggregated and multi-layered state system that has the opportunity to make people anxious and create confusion (Carswell et al., 2019). There are at least four actors in the public policy formulation process, namely the rational group, the technical group, the internalist group and the reformist group. The involvement of women in the formulation of public policies is classified in the rationalist type. With the involvement of women, it is hoped that the policies issued later by the bureaucracy can benefit all, both men and women (Walahe & Nehrun, 2018). However, the extent to which the modern bureaucracy manages to treat all citizens fairly and equally is a significant topic of debate (Hemker & Rink, 2017).

We think leaders employ women in different ways around the world. For the same position, different bureaucratic elites in an organization can have different views on the suitability of tasks between regions. Depending on the culture and norms of the local community, the same role can be seen as more or less feminine in different parts of the world (Hassan & O'Mealia, 2020). Meanwhile, the presence of a female leader has a good influence on the relationship between the proportion of female employees and bureaucratic competence (Choi et al., 2018).

Until now, gender-based discrimination is still felt in almost all over the world. In this context, it is women who have the most potential to get discriminatory treatment, although it does not rule out that men can also experience it (Meo & Boro, 2021). The process of organizing gender occurs every day as men and women are involved in the formal structure of their organizations and among the networks of individuals within them. Because the effect is underestimated, gender is less visible and more dangerous (Bishu et al., 2019). Even though this matter greatly affects the social injustice faced by women. Women do not have the freedom they deserve in a capitalist society with a patriarchal social and cultural structure. This also happens in the bureaucracy, especially in determining policies. Men's structural positions have a strong influence on the policies he makes (Hunawa, 2018). As a result, we know nothing about the representation of women in policymakers or in various forms of government (Holman, 2017).

This women's work is characterized by certain characters as well as stereotypes (Soetjipio, 2017). How wages are calculated, who makes choices and has control, how workplaces are designed, and how pro-men's organizational laws are all about the gender system. Gender inequality, imagery of masculinity, and denial that inequality exists between men and women are all emphasized by organizational culture, which demonstrates permissible beliefs, attitudes, values, and behaviors. Where women are eliminated or belittled from work, and men are given respect, especially in male-dominated sectors, work experience is defined by gender (Kennedy et al., 2020). However, it has become part of formal structures, whose gender traits often remain invisible and unrecognized (Koskinen Sandberg et al., 2018). It is also necessary to consider the impact of the political attitudes of these bureaucrats on their decision-making behavior (Egeberg & Stigen, 2018).

Gender mainstreaming, on the other hand, requires the integration of gender issues into all policies and aspects of policy work, including development, planning and evaluation (Scala & Paterson, 2017). Gender justice means no role standardization, double burden, subordination, marginalization and violence against women and men (Rahayu, 2017). There are consequences that can occur if there is male domination in the bureaucracy. For example, regarding bureaucratic decisions, the unrepresented voice of women in decision making can have implications for gender biased policy outputs (Artisa, 2014). Although this situation becomes difficult because of the growing assumption in masculinity that women depend on men (Adela et al., 2019).

In this regard, the government's political commitment to the importance of advancing women in Indonesia is very large. This can be seen from the data of members of the Legislative Assembly of Central Sulawesi Province, out of 45 members of the DPRD for the 2019-2024 period, only 7 people (15.55%) are female. To anticipate gender disparities in Central Sulawesi, government efforts are directed at increasing the role of women in all aspects of development. However, the development aspect that focuses on human development has not provided justice and equality for women compared to men. The results of development show that in almost all areas of life such as education, health, economy, law and politics, the condition of women is still behind compared to men. In fact, development program policies do not differentiate between men and women. Gender equality and justice will only be manifest if all members of society, both men and women, play a role in making full contributions to the development process. For that reason, the researcher decided to focus this research on the role of women in the local government bureaucracy in Central Sulawesi Province by looking at echelon as a ratio of comparison.

Methods

The ratio of women's representation, the institutional and socio-economic variables associated with this level of representation, and the impact of women's lack of parity on city policies are

all topics relatively little known to researchers in political science, public governance, and urban studies (Holman, 2017). For this reason, researchers are very interested in conducting research on gender roles in the government bureaucracy by taking samples in Central Sulawesi, Indonesia. This study shows that the effect of gender representation on policy outcomes depends on the organizational structure (Song, 2018).

Initially the focus of observation was open. If and only if the researcher uses ethical concepts to focus the research after a central theme appears inductively. This is a case related to bureaucracy (Florian, 2018). In accordance with the research objectives, the type of analysis used is descriptive qualitative (Mufti et al., 2020). The subjects of this study were women who were echelon holders, with the research method used was the literature review method (Susanti et al., 2019). Data is collected through content identification techniques, and then a model is compiled that can be developed in overcoming problems in the field (Batubara et al., 2020). The data analysis carried out in this study was carried out through the management stages of data interpretation, data reduction, data preparation, checking the validity of the data, and drawing conclusions (Napir & Junus, 2019).

Results and Discussion

Central Sulawesi Province is located in the central part of Sulawesi Island. Based on the Central Sulawesi Provincial Regulation Number 8 of 2013 concerning the Regional Spatial Plan (RTRW) of Central Sulawesi Province, the land area reaches 65,526.72 Km² or 6,552,672 Ha. The population of Central Sulawesi Province tends to increase every year. The population of Central Sulawesi Province in 2016 was 2,635,009 people, increased to 2,683,722 people in 2017, in 2018 it increased to 2,729,227 people, in 2019 it became 2,785,488 people, and in 2020 the population reached 2,921,715 inhabitants. With a population growth rate of 1.9% and a population density of 45 people per square kilometer, the population of Central Sulawesi in 2020 reached 2.92, with the distribution of the male population of 1.49 people and the total female population of 1.43 people. a ratio of 104.38. Judging from the distribution of the population in 2020, the largest population distribution is in Parigi Moutong Regency, amounting to 465,883 people or 15.94% of the total population of Central Sulawesi, while the lowest population is in Banggai Laut Regency with 70,886 people or 2.40% of the total residents of Central Sulawesi Province.

Human Resource Development Achievements

Based on Presidential Instruction Number 9 of 2000 regarding the implementation of gender mainstreaming in development, the PUG Strategy is carried out by integrating a gender perspective (point of view) into the development process in every field, starting from planning, implementation and monitoring and evaluation. Thus, the challenge that arises then is how to measure and evaluate the achievement of gender equality development which has become a national policy. A comprehensive and accountable measuring tool to be able to evaluate the success of developing gender equality and justice in the RPJPN 2005-2025 and RPJMN 2010-2014 is very much needed in the process of gender mainstreaming in development. To date, the success of increasing gender equality in development in Indonesia is generally measured through two measurement standards developed by UNDP, namely the Gender-related Development Index (GDI) and the Gender Empowerment Measurement Index (GEMI), which then since 2010 it has been refined to become the Gender Inequality Index (GII). GII combines elements of the GDI and GEMI and offers improved methodology and alternative indicators for measuring gender inequality in three dimensions, namely reproductive health, empowerment, and participation in the labor market. However, the GII is seen as still not covering all aspects of gender equality policies in development in Indonesia at this time.

What is needed in measuring gender justice and gender inequality starts from a comprehensive process of changing views. The old views must be replaced with new views. The new view that is meant is the view that women are human beings who also have the same rights and opportunities. With this new view, all forms of discrimination that limit women's movement should be eliminated and replaced with gender justice. However, development with human welfare views women in the development process only as recipients, not as participants who actively participate in development (development agents). All of these development models are considered to be partial / single. The attitudes and behavior of public employees studying these conventional expectations confuse how bureaucrats should act (Abers, 2019). The condition of human development in Central Sulawesi continues to progress as indicated by the increase in the value of the Human Development Index (HDI). In 2019, Central Sulawesi's HDI reached 68.17, this figure increased by 0.66% in 2019 which reached 66.47. In 2018, human development in Central Sulawesi was in a "moderate" status, still the same as in 2018. The HDI value of Central Sulawesi in 2019 grew by 0.66% compared to 2018. The components that make up the HDI have also increased. Newborns have a chance to live up to the age of 66.79-66.67, an increase of 0.66% a year compared to the previous year. Children aged 7 years have the opportunity to attend school for 12.92 years, an increase of 0.20 in 2019 compared to 2018. Meanwhile, the population aged 25 years and over has on average been studying for 8-12 years, an increase of 0, 15 years compared to the previous year. Adjusted per capita expenditure has reached Rp. 9.03 million in 2019, an increase of Rp. 266 thousand rupiah compared to the previous year.

When compared to other provinces on Sulawesi Island in 2019, Central Sulawesi is ranked 3rd in the province with the lowest life expectancy of 67.31 years, the region with the lowest life expectancy is West Sulawesi at 64.22 years, followed by Gorontalo at 67. , 12 years, while the regions with the highest life expectancy were North Sulawesi at 70.99 years, followed by Southeast Sulawesi at 70.44 years, and South Sulawesi at 69.80 years. The highest life expectancy rate in Central Sulawesi is Poso Regency with 70.51 years, followed by Palu City and Banggai Regency with 70.31 years and 70.32 years. The lowest life expectancy was in Parigi Moutong Regency at 63.57 years, followed by Banggai Laut Regency at 64.21 years. This means that Poso Regency has the best level of population health while Parigi Moutong Regency has the worst health level in Central Sulawesi.

Gender Development Achievements

There is a difference in the achievement of basic capabilities between men and women (gender gap) that occurred in Central Sulawesi, which also seems to have occurred at the district/city level. This can illustrate that the problem of gender disparities, including in the regional government bureaucracy, still occurs in all districts / cities in Central Sulawesi. Based on the ratio of IPG to HDI, Tojo Una-una Regency has the highest ratio of 150.02 followed by North Morowali Regency at 146.48 and Parigi Moutong Regency at 145.13. Meanwhile, Morowali Regency was the region with the lowest ratio of 122.86, followed by Palu City at 123.04 and Banggai Regency at 135.31. This shows that in Morowali District, the achievement of basic capabilities between men and women has the smallest relative gap. This means that even though there is a gender gap, the distance is the smallest. For Tojo Una-una District, the achievement of basic capabilities between men and women is relatively very different, which shows that there is a gender gap with a considerable distance.

The Role of Women in the Government Bureaucracy

Are bureaucrats with certain characteristics sufficient only in the organization, or do these bureaucrats need to interact directly with the people they represent? (Guul, 2018). The involvement of women in development is very much needed. Why is that? Apart from

normative arguments, which show that women have equal rights and opportunities, there is a fact that the "burden" currently faced by women is very heavy. For example, cases such as maternal mortality or problems with access to good health services, illiteracy or underdevelopment in education, poverty and scarcity of employment opportunities for women, to the problem of violence that often afflicts women, both domestic violence. stairs or other violence outside the home. Women continue to be underrepresented in politics and hold lower ranking jobs than their male counterparts (Zhang, 2019).

To voice women's problems, women's roles are needed to be decision makers. In fact, women are still lagging behind men in areas such as education, employment, and decision making. However, the government continues to strive to encourage women's involvement in development by increasing the basic capabilities of human resources. The seriousness of the government in striving to improve women's capabilities to achieve gender equality is indicated by the establishment of the Ministry of Women's Empowerment and Child Protection (MWE and CP) at the national level and the Office for Women's Empowerment and Child Protection (OWECP) at the provincial level. MWE and CP and OWECP are government institutions that are given a formal mandate in the form of mandates and duties and responsibilities in dealing with gender equality development, women's empowerment, and child protection. The efforts that have been made by the government to promote gender equality in various fields of life have begun to show results. In terms of quantity, many women have occupied strategic positions that allow women to take roles as decision makers. However, from the quality aspect, there are still many things that need to be improved in relation to the competence concerned.

To further study the role of women in the regional government bureaucracy, the gender empowerment index (GEMI) can be used. GEMI is formed based on three components, namely women's representation in parliament, women as professionals, technicians, leadership and management. In general, the role of women in decision-making in Central Sulawesi as measured by the GEMI shows a progress that is getting better. In 2018, the GEMI for Central Sulawesi was 63.40, then in line with various development policies implemented by the GEMI, it increased slowly in the following year until it reached 63.80 in 2019. This means that the role of women in decision making in 2019 has only reached around 63.80% . of the roles played by men.

Equality in roles in the local government bureaucracy for women has an important meaning not only in terms of equality of 'status and position', but more to issues of empowerment. In a broader sense, empowerment includes efforts to increase the capability of women to participate in various forms of decision making. Thus empowerment in this context, women are positioned to have a strategic role. To find out more about the role of women in decision making, it is necessary to examine each component of the GEMI.

The number of women's representation in parliament in 2019-2024 only reached 7 seats out of 45 seats or around 15.56% in the DPRD of Central Sulawesi Province. This percentage is still relatively small to voice the voices of women, who number nearly half that of Central Sulawesi. This situation occurs in every general election period. Membership of the Central Sulawesi DPRD never reached the specified target of 30%, because the election results were dominated by men as many as 38 people (84.44%).

In addition to indicators of women's membership in the DPR, indicators of women's roles in the bureaucracy, including women as professionals, leadership, and technicians are also components of forming the GEMI. This indicator shows the role of women in decision making in the field of government administration. The involvement of women in this position provides a picture of progress towards the role of women, considering that so far women have only been seen as creatures dealing with domestic work. Even though women have the same potential as

men. However, women lack the opportunity due to cultural and natural issues that are inherent in relation to reproductive functions. The involvement of women in decision-making in the field of government administration is very small, given the limited number of women as top policy makers.

Of the total number of State Civil Servants (SCS) within the Central Sulawesi Provincial Government in 2019, 46.36% of them were women. Meanwhile, male SCS was recorded at 53.64%. This condition shows that the composition of SCS working within the Central Sulawesi Government, seen from gender, is still a not too significant difference. However, until 2018, the composition of SCS showed an imbalance between men and women in occupying echelon positions in the Poso Regency Government. For echelon I, there is no discrepancy because there is only one echelon I position and while that position has no official. However, if we look at echelon II – IV positions, it shows very sharp disparities where for echelon II positions, only 16.98% are held by women, the remaining 83.02% for echelon II positions are held by men. For echelon III positions, the percentage of women holding positions is greater than those of echelon II positions at 35.07%.

In echelon IV positions, the percentage of women holding positions is higher than echelon II. Meanwhile, echelon III is 23.25%. However, this percentage continues to increase from year to year in line with the increasing proportion of female SCS within the Central Sulawesi Regional Government. The position of women in the echelon can be said to be gender biased. Because the number of women in Gol III and IV are more women, however, in echelon women positions are very few, only 32.05% are held by women. The remaining 67.94% is occupied by men. For echelon II positions are more occupied by men as many as 25 people (75.75%) compared to 8 women (24.24%). Likewise, with echelon III and IV positions, the percentage of women who hold positions is smaller than that of men. This can be underlined that echelon positions in Central Sulawesi are dominated by men even though women have met the requirements when viewed from a group. The fact is that all candidates can be said to be gender discriminated. In the future, more research is needed (Schuck, 2018).

Conclusion

The realization of gender equality and justice is characterized by the absence of discrimination between women and men, and thus they have access, the opportunity to participate, and control over development and obtain equal and fair benefits. Having access and participation means having equal opportunities or opportunities in every development role, including the role in the local government bureaucracy. But in fact, the role of women in the local government bureaucracy is very low, both seen from the role in the executive and legislative bodies. This is based on men's distrust of women and the roots of patriarchal culture in Indonesian society, including the people of Central Sulawesi. There are still laws and regulations that are gender biased, discriminatory against women and weak gender mainstreaming institutions and networks. With the existing conditions that are cultural (related to patriarchal cultural values) and at the same time structural (established by the socio-political order), it is necessary to take clear and tangible partial actions to reduce gender disparities in various fields of development. For this reason, a strong political will is needed so that all development policies and programs take gender equality and justice into account.

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