



## **Master in Urban Management and Development**

Rotterdam, The Netherlands

September 2008

### **Thesis**

CONSTRAINTS, OPPORTUNITIES AND  
CHALLENGES IN GENDER MAINSTREAMING IN  
EDUCATION PLANNING (Case of Education and  
Culture Regional Office of Bangka Belitung  
Archipelago Province)

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UMD-4

## Summary

Gender mainstreaming has been promoted by international organizations as the strategy to achieve gender equality as well as to promote gender empowerment. Gender equality is addressed in Millennium Development Goals, as well as the call to empower women, to improve maternal health and to achieve universal primary education. The focus of gender mainstreaming is mostly on women since women are likely to be subordinated in social constructions and are prone to be in the worst off layer of the poor. Gender mainstreaming also means to promote participation and accountability in good governance by exercising gender analysis in development planning and implementation. Education is one of the sectors that is considered strategic to promote gender equality, because it is likely to change social status as well as the existing values within society.

In Bangka Belitung Archipelago, Indonesia, the education attainment of women as well as their economic attainment is statistically low, and this province had been in the lowest index of gender related development index in Indonesia in 2002. The provincial government has started the effort to improve the low quality of women life by establishing Gender Focal Points (GFPs) in its working units, and building the capacity of government officers to perform gender mainstreaming by conducting gender trainings and socializations.

The research focuses on the constraints, opportunities and challenges of applying gender mainstreaming in the Education and Culture Regional Office (ECO) of Bangka Belitung Archipelago (BBA), by employing qualitative case study. The data are primary and secondary which are collected through a desk study, in-depth interviews, questionnaires and participatory observation in ECO of BBA in August – September 2007. The data was collected by interviewing 30 respondents with a questionnaire, and 12 in-depth interviews were conducted. The respondents were purposively selected. The in-depth interviews were conducted to cross check the data collected by the questionnaires, and the documents on the policies are studied using content analysis to weight gender issues addressed in them.

The aspects studied in this research are the organization, the structure, and the objectives of ECO, the perspective and the capacity of the personnel working in ECO, by assessing the inspiration, commitment, guidance and control within the organization, and the planning system in ECO that consists of collection and analysis, decision making, and application and evaluation, which is not sterile from external environment.

The study concludes that a) the tasks conducted within ECO are gender neutral; b) there is lack of capacity in conducting gender mainstreaming in ECO, and the personnel working in ECO are of the opinion that gender inequity hardly exists in ECO as well as in the society; and c) gender mainstreaming is poorly performed in the planning process in ECO. This is not merely the result of the internal factors within ECO, but also because of the external environment influencing the planning process in the Provincial Government of BBA.

The research also maps the constraints, the opportunities and the challenges to employ gender mainstreaming in ECO BBA, as well as recommends provincial government to a) use the compulsory training to build the capacity of the officers; b) conduct gender training continuously; c) create an enabling environment so that the Gender Focal Point is involved in the whole planning process; and d) provide necessary authority to the Gender Focal Point to employ stick and carrot mechanisms to ensure gender mainstreaming is conducted in the planning of development programs.

**Key Words:** *Gender mainstreaming, gender equality, education, planning, organization.*

## Acknowledgements

Thank you to Allah, The God Almighty, that I can finally finish this thesis writing. I would also like to express my sincerest gratitude to these people, without whom I could never come this far:

- ❖ To my beloved parents, Hj. Siti Zakiah and H. Slamet Supriyadi, who have been my faithful lovers as well as my biggest supporters that always keep me standing tall and help me through everything; my beloved brothers and sister: Abang Teddy, Ayuk Risma and Adhi, as well as Mbak Ning, Mas Kholis, and the cute little brats in the family: my nephews and nieces, Tommy, Astri, Irda and Aza; who are also my biggest supporters and always ready to give comfort in my ups and downs.
- ❖ To my supervisor in IHS, Bu Maartje van Eerd, who has a big heart to supervise and support a stubborn and last-minute student like me, and never gives up to find me when I was in “desertion”, but always willingly assist me anytime I return from my hiding place.
- ❖ To my supervisor in Gadjah Mada, Pak R. Rijanta, who has been so patient when supervising me in Yogyakarta, and has been so generous to spare his time for consultations through Yahoo Messenger.
- ❖ To My specialization coordinators, Pak Wim Blauw and Bu Maria Zwanenberg, the lecturers in IHS, Pak Bobi, Pak Cono, Pak Kawik, Pak Wid and the lecturers in MPKD UGM.
- ❖ To Wouter, Cocky and the staffs in the course bureau, as well as Mbak Putri, Pak Alex and the staffs in Sekretariat MPKD UGM.
- ❖ To Pak Herry Suhermanto in Bappenas, my former boss as well as my mentor in the office, who “hit” my head with “simple” questions that many of them I still can not answer, and has willingly “sacrificed” his reputation to give recommendation to a slow but rebellious staff like me to apply the scholarship and to continue my study.
- ❖ To Bappenas and NESO Indonesia, who have granted me the fellowships for my study in MPKD UGM Yogyakarta and IHS Rotterdam, and assisted me on the preparation of my study in the Netherlands.
- ❖ To the Provincial Government of Kepulauan Bangka Belitung that has allowed I take a long leave to continue my study, especially to the staffs in Personnel Bureau and my colleagues in Bappeda.
- ❖ To My cousin, Fred Ferdiansyah, who assisted me on the data collection, as well as all my respondents in Dinas Pendidikan dan Kebudayaan Provinsi Kepulauan Bangka Belitung, Bu Umi in Biro Kessos, and Pak Yan, and all the people who have spent their time to help me during my research.
- ❖ To my classmates in DD4-MPKD UGM-The Netherlands 2006 -2008 and DD MPKD-Japan 2006 - 2008, my unit mates in Weenapad, the participants of UMD 4, Mas Heriyadi and the fellows from DD3-MPKD UGM
- ❖ To all my teachers and the people I can not mention their names one by one here, to which I owe so much too.

Thank you very much.

## Foreword

*Whence shall we seek (true) knowledge? From renouncing (our false) knowledge  
Whence shall we seek (true peace)? From renouncing peace (with our carnal selves)*

*Dar-Al Masnavi, Jallaludin Rumi*

Gender mainstreaming, or Pengarusutamaan Gender in Indonesian, was indeed a new thing to learn for me, even though I heard this term so many times when I was still working for the Provincial Government of Bangka Belitung. However, I never really knew what gender mainstreaming means. The term was so unfamiliar, and when I collected my data, I could not blame the officers in Education and Culture Regional Office neither the planners of Bangka Belitung Provincial Government for their misunderstanding on what the term really means and their perspectives, because I was once suffered the same things. Not until I read the introduction of Clara Greed in her book did I start to understand the social construction that also happened in planning profession.

When writing this foreword, in the last evening before this thesis submission, and accompanied by the autumn full moon in the holly Ramadan, I have just finished reading the verse on the day when The Prophet received his last Devine revelation to accomplish his mission as the messenger of the peace and the truth. After almost one and half year working on this thesis, I consider those beautiful coincidences as good signs to finish this “never-final” thesis, despite the fact that I still have to face uncertainties when presenting this work in front of the academics in IHS.

Reflecting to Rumi’s poem above, if this is the journey, I have to admit that I have got lost so many times to learn the idea about gender equality. Nevertheless, that being lost experience has given me a joyful adventure and has introduced me to many new things, just like when I experience my “ritual” being lost in every new place I have ever been. Being lost is also the risk that everyone should face when walking on a new path. I also think, for me, being lost is the process that I must experience to create my mental map. I understand that I will experience it again when I want to learn other new things.

I fully understand that what I have written in this thesis may not contribute anything to the theory. I also realize that I should not expect that I can change the world with my thesis, despite the efforts I have put in it. Nevertheless, I hope what I have learned during the thesis development may help me to be more gender sensitive when I have to return to the office again.

*Load the ship and set out. No one knows for certain whether the vessel will sink or reach the harbour. Cautious people say, "I'll do nothing until I can be sure". Merchants know better. If you do nothing, you lose. Don't be one of those merchants who won't risk the ocean!*

*Dar-Al Masnavi, Jallaludin Rumi*

## Abbreviations

APBD	: <i>Anggaran Pembelanjaaan dan Belanja Daerah</i> (Budget Allocation in the local government level)
APBN	: <i>Anggaran Pembelanjaan dan Belanja Nasional</i> (National Budget Allocation)
APK	: <i>Angka Partisipasi Kasar</i> (Annual Education Participation Figure)
Bappeda	: <i>Badan Perencanaan Pembangunan Daerah</i> (Regional Development Planning Agency)
BBA	: Bangka Belitung Archipelago
ECO	: Education and Culture Regional Office
EFA	: Education for All
GDI	: Gender-related Development Index
GFP	: Gender Focal Point
HIV/AIDS	: Human Immunodeficiency Virus / Acquired Immunodeficiency syndrome
NES	: National Education System
PESTEL	: Political Economic, Socio Cultural and Technology Analysis
PKK	: <i>Pendidikan Kesejahteraan Keluarga</i> (Programme for family welfare education)
POLMAN	: <i>Politeknik Manufaktur Timah</i> (Tin Manufacture Polytechnique, the local college in Bangka Beliuang )
UNDP	: United Nations development Programme
UNESCO	: United Nations Educational, Scientific and Cultural Organization
S1	: <i>Strata 1</i> (Bachelor/ Undergraduate)
S2	: <i>Strata 2</i> (Master degree/ Graduate)
S3	: <i>Strata 3</i> (Ph.D. / Post Graduate)

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## **Chapter 1: Introduction**

### **1.1. Research Background**

#### **1.1.1. Motivation**

*Before my leave to continue my study, I served for the Provincial Government of Bangka Belitung Archipelago (BBA). I was sent by the office on courses which were not organized by BBA provincial Government for only once, and that was because the male officer planned to follow was sent previously to the same course and the head of my office insisted to send someone else. I was also sent to a month excursion to Japan in 2005, studying welfare administration for people with disabilities, after I passed the selection of JICA and State Secretary in Jakarta. Except for those, I was no more sent to courses except for two obligatory ones which should be followed by all officers.*

*Even for those obligatory courses, most female officers were likely to wait for the next turn. Male officers were on the top list to be sent to various courses, and female officers would be sent when the males were not able to make it. I should have been assigned to higher post earlier since I passed the test to follow one obligatory course as the requirement for any officers to be posted in a structural position. Yet, my name was skipped, and other male officers whose grades were lower were proposed to follow the course, and this happened to me more than once.*

*I experienced that as a woman, I have to perform better than male officers in the office until I got acknowledgment that I was capable to carry out my tasks. That influenced me so much that I thought that I should think and act rather “masculine” to be accepted in “the sophisticated man work and language” in the office. That also influenced me in conducting my task that I used to think that women should not be differentiated nor be prioritized in any planning process. When I sat together with other officers, making plan for the following year, I never thought that there are so many gender issues in formulating plan and this will also impact the beneficiaries of the programs/ projects. I shall not blame planners for having this idea, for I experienced my self that there are so many challenges to address this issue within a system. I also experienced that in my education, and even in my planning education, this issue was never well addressed let alone specifically integrated in planning classes.*

*The first time I started to question that was the time when the former head of my office asked me whether I was offended with sexist jokes male officers made toward female officers and he felt uncomfortable to see that was accepted as casual thing. I was stunned with his question because I never thought that there was a male officer noticing that, and both of us were anxious with the condition. And not before I read Clara Greed foreword in her book “Women and Planning”, did I still think that this world was created for men, and women should adjust to that and work twice harder to be acknowledged competence.*

#### **1.1.2. Gender Mainstreaming in Bangka Belitung Archipelago Provincial Government**

As one of the countries signing the Millennium Development Goals in 2000, the Government of Republic of Indonesia has put the commitment to promote gender equality, as well as to achieve universal primary education and to empower women and to improve maternal health, by employing gender mainstreaming.

These tasks then also go to provincial and local governments in Indonesia, as well as to Provincial Government of Bangka Belitung Archipelago.

Gender mainstreaming is the strategy to incorporate gender into policies and programs in order to achieve gender equality (UNDP, 2006; Mukhopadhyay, 2003). For Indonesia, mainstreaming gender is important for the quality of life of women in Indonesia is graded low compare to many countries. This also means government has to take gender issues into account in its policies and development programs. To briefly picture the condition of women in Indonesia, among ASEAN countries (Association of South East Asia Nations), women adult literacy rate in Indonesia is still low compared to other ASEAN countries, lower than Vietnam in 2004, and was in the 80<sup>th</sup> position out of 156 countries measured in Gender-related Development Index by UNDP (UNDP, 2008). In addition to that, the infant mortality in 2004, which is related to maternal health, was 13 times higher than Singapore, 6.6 times than Malaysia and twice more than that of Thailand (BPS et al., 2006).

The efforts to mainstream gender into development programs in provincial government have been started since the organizations of provincial government were established in 2002. There were *Dinas Kesejahteraan Sosial* (Social Welfare Office), *Badan Pemberdayaan Masyarakat* (Society Empowerment Board) and Health and Woman Empowerment Division in *Biro Kesejahteraan Sosial* (Social Welfare Bureau) that were assigned to conduct projects related to women empowerment. Health and Woman Empowerment Division is specifically assigned to mainstream gender into all provincial government organizations. Until 2006, this division had given gender socialization to 300 officers and given gender training to 150 officers.

To ensure that development programs are planned with the consideration to gender sensitivity, a Gender Focal Point Team was appointed in 2003 in which the Social Welfare Bureau became the leading organization. The members are appointed based on the position he/she holds in the departments, which means that this post is not voluntary but obliged to the person holding the certain position, which was also selected on the consideration that the person had followed gender training or gender socialization if possible. In the team, the chief of sub-department for Informal Education in Education and Culture Office (*Dinas Pendidikan dan Kebudayaan*) was appointed the member of the team together with other officers from different departments/agencies. The tasks of the team were in planning and coordinating inter-sectoral gender mainstreaming in BBA.

### **1.1.3. Education and Culture Regional Office of BBA – Role and Condition**

The task to formulate technical policy in relation to education in BBA is carried out by Education and Culture Office (ECO) of BBA. As the second level government dealing with education development, ECO is also the coordinating body of education offices in municipality and regencies. This means, ECO of BBA provincial government is also involved in education policy formulated in local government level in BBA.

There were 54 officers working in ECO in 2007, consisting of 44 male officers and 10 female officers. Among those, only two female officers were assigned to

tertiary structural posts in the department secretariat. Imbalanced numbers of female and male officers in the department also generally happened in other bureaus, agencies and offices in BBA Provincial Government.

The main policy regarding to gender in education development program conducted by ECO is perceived as neutral by top brasses in the office. The argument behind this was that there is no gender domination in education to ensure that men and women have the same opportunity to education. Despite the fact that statistically the index of women school of year in the province and women literacy rate were lower than men in BBA, the head of department claimed that the statistics was falsified if data gathered by department is used as the comparison.

**Box 1.1.: Statistic on Education Attainment based on Gender in BBA and National**

Year		Literacy (%)		Length of Schooling (year)		GDI* Rank
		Male	Female	Male	Female	
2005	BBA	97.1	93.7	7.5	6.8	29/33
	Indonesia	94.3	87.5	7.8	6.8	
2004	BBA	96.2	90.7	6.9	6.0	29/33
	Indonesia	94.0	86.8	7.79	6.71	
2002	BBA	95.4	87.9	7.1	6.0	30/30
	Indonesia	93.5	85.7	7.6	6.5	

• GDI: Gender-related Development Index, which shows the achievement of Human Development Index (HDI) based on gender  
Source: UNDP report and BBA Statistic Board report

Regarding the task of the department to mainstream gender to its program, several officers had followed gender socializations or gender trainings carried out by Social Welfare Bureau or by Ministry of National Education. Nevertheless, most of the officers in the office did not even know that there was a gender focal point officer in the office whose task is to ensure that the programs planned and proposed by the office are gender sensitive.

A policy study on education conducted in BBA was carried out in 2006. The study was conducted by local university and was funded by the government. Nevertheless, this study was not used as reference by ECO for the reason of poor archiving in the office. The report is available in the university, but there was no effort to re-request the copy as the source of reference in the department.

**Box 1.2.: Indices related to human development in BBA**

No	Indices	2002	Rank	2004	Rank	2005	Rank
1	HDI	65.4	20/30	69.6	12/33	70.7	12/33
2	GDI	47.7	30/30	54.3	29/33	55.4	29/33
3	GEM*	38.9	29/30	39.6	32/33	40.2	32/33

• GEM: Gender Empowerment Index  
Source: UNDP report and BBA Statistic Board

## **1.2. Problem Definition**

Despite the policies set up in national level to mainstream gender in planning, the implementations of the policies in lower levels are facing constraints. Cultural setting, organizational restraints, human resource capability and the knowledge to comprehend what gender dimensions can impact the success of development programs are among the tasks should be solved within the organization. Gender mainstreaming was introduced especially to address this issue. Nevertheless, the success of mainstreaming gender is always questioned because of its robustness, and is better perceived as a policy approach.

Research on mainstreaming gender into planning is essential to conduct in that women in Third World play important role in managing resources and the triple roles of women (reproductive, productive and community managing work), while planning is male dominated profession (Greed, 1989) and development planning has failed to recognize the contribution and the effect of the process to women (Overholt et.al., 1991). Government conducts development programs for the welfare of the people in which women are also the beneficiaries of the programs.

*When planners are blind to the triple role of women, and to the fact that women's needs are not always the same as men's, they fail to recognize the necessity of relating planning policy to women's specific requirements (Moser, 1989, p. 1802)*

## **1.3. Research Aim and Objectives**

The aim of the research is to disclose knowledge about gender mainstreaming and its opportunities and challenges in the planning of education programs conducted by Education and Cultural Regional Office (ECO) of the Provincial Government of Bangka Belitung Archipelago. The objectives are to study the constraints, opportunities and challenges of applying gender mainstreaming in ECO of BBA in order to see possible solutions for the obstacles and the constraints.

## **1.4. Research Question**

The preliminary question of the research is what constraints, opportunities and challenges of gender mainstreaming are found in education programs conducted by the Education Department of the Provincial Government of Bangka Belitung Archipelago. This research question will be more elaborated in the methodology chapter of this thesis.

## **1.5. Research Originality**

There has never been any research conducted on gender mainstreaming in Education Department in the Provincial Government of Bangka Belitung Archipelago. However, there was a study on the implementation of education policy in BBA in 2006 conducted by a local university in BBA, where some of the findings were that gender biased materials for teaching were used in schools in BBA and unequal proportion in higher structural posts in education institutions despite larger number of female teaching staffs at schools in BBA.

## **1.6. Thesis Structure**

The structure of this thesis is organized as followed:

Chapter 1 : Introduction

This chapter presents the background and the main research question.

Chapter 2 : Integrating gender into Theory of Planning and Organizational Theories

In this chapter, theoretical framework is built by reviewing literatures on gender mainstreaming, theory of planning and organizational theories.

Chapter 3 : Research Methodology

This chapter presents the methodology of the research and the variables formulated from the theories to answer the sub research questions derived from the main research question.

Chapter 4 : The Challenges, Constraints and the Opportunities in Gender Mainstreaming: Research Results and Analysis

In this chapter, the result of the data collection is studied based on the variables and indicators to answer the research questions.

Chapter 5 : Conclusions and Recommendations

## **Chapter 2: Integrating Gender Mainstreaming Approach into the Theory of Planning and Organization Theories**

### **2.1. Introduction**

Gender mainstreaming in theoretical literature is considered as a policy approach or even as a political strategy while as a concept it lacks of robustness (Daly, 2005). Nevertheless, it does not lose for its importance to the further intention, that every development planning, including its implementation, should consider gender issues. It is important to understand that the planning process is a process where policy making, planning and the organization of implementation as a continuous process are taking place. Moser briefly explains that policy is about what to do, planning is about how to do it and the organization of implementation is about what is actually done (Moser, 1993, p. 6). According to Greed (1989), planning is a male dominated profession, so then planning process will always have to address gender issues and integrate the issues within its procedures.

In everyday life, gender dimension is unavoidable, including in the way education is conducted, formally and informally, including the effect brought, how it is perceived and how it is formulated and implemented by government institutions. One of the parts to understand the whole picture of gendered reality in education is to assess how the education programs are planned in government institution as one of the parties responsible to this, before the programs are implemented and may impact the life of the people. To understand this, the dynamic within the organization and planning process within the organization are necessary to study, in relation to gender mainstreaming.

On the other hand, education is necessary to enhance one's capability in life. Some scholars like Dreze and Sen argued that formal education significantly improve social position of people in that formal education increases knowledge, skill base, confidence and freedom, while other scholars like Levinson and Holland, argued that formal education also potentially increases social inequality for disadvantaged groups (Jeffrey et.al., 2004). Whatever the argumentations, both show education plays important roles in the changing of social life of the people.

Plan International (2008) reports that based on research conducted by World Bank and UNESCO education statistic, education for girls will bring real return not only to the individual but also to the whole society. The report said that girls whose mothers are educated are more likely to be healthy and go to school. It is also mentioned that girls who are educated are less likely to be exploited or being trafficked or infected by HIV. Dollar and Gatti study (1999) in Plan International (2008) showed that *exogenous increase in girl's education creates a better environment for economic growth*.

### **2.2. Gender Mainstreaming**

Gender mainstreaming is defined by UN Economic and Social Council as:

*Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas*



*and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (UNDP, 2006)*

The definition of gender mainstreaming by The Council of Europe is:

*The (re)-organization, improvement, development and evaluation processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy making (Mukhopadhyay, 2003 p.21).*

The two definitions above mean that in gender mainstreaming there are strategy and planning process, which incorporates gender in the policy making in order to achieve equality. Moser (2005) noticed that there are 2 concerns appear in gender mainstreaming, which are the institutionalization and gender empowerment. In the institutionalization, the concerns are related to gender equality in administrative, financial, staffing, organizational procedures, attitudes and the culture. In gender empowerment, the concern is focused on the promotion of women participation in decision making processes.

According to Moser (2005), the development stages of gender mainstreaming are; first in embracing the terminology of gender equality and gender mainstreaming; second, in getting gender mainstreaming policy into place; third, in implementing it into practice and fourth, in evaluating or auditing the practice of gender mainstreaming. Nevertheless, she noticed that there is still confusion on how gender mainstreaming should be done and there is lack of interest and resources to conduct monitoring and evaluation on its effectiveness.

Dally (2005) critically noticed that gender mainstreaming theory does not put much attention on the relations between state and society and gender mainstreaming might alleviate gender inequality but not to eliminate it because gender inequality is a social phenomenon that roots in society while policy is not necessarily societal determined.

According to Kabeer (2003), the nature of gender inequality is mostly to happen in the family/kinship as well as a start where the inequality happen in society. The forms of inequality derived from this family/kinship then constructed into formal laws and unwritten norms, in which formal laws make official ideology of a society and its institutions, while unwritten norms shape everyday behaviour in everyday life. Gender inequality varied across regions. To understand the nature of gender inequality in different societies, understanding the different rules, norms and values impacting gender division in distribution of resources, responsibilities, labor division, power and the agencies are critical.

### **2.2.1. Basic Understanding of Gender**

Despite gender is mistakenly understood merely as “women”, the study of gender is strongly related to feminism. Currently, gender does not merely occur in relation to men and women, but it also to transgender like homosexuality and transsexual. In this research, gender is related to men and women.

Gender is also mistakenly understood merely as the sex differences. Abdullah defined gender as socio-cultural construction to differ masculine and feminine

characteristics (Abdullah, 2006). Gender refers to *the rules, norms, customs and practices by which biological differences between males and females are translated into socially constructed differences between men and women and boys and girls* (Kabeer, 2003 p.2). Gender is also a *societally embedded* and has structural problem dimension (Daly, 2005).

Men are characterized as masculine whose stereotype roles are generally recognized as strong, rational, sexually active and as the breadwinner in the family who are also the responsible actors for contact outward. Women, as the feminine character, have stereotype roles as the dependents in the family (to the male breadwinner), are perceived to be weak, emotional and irrational and sexually passive (Moser, 1993).

The construction in socio-cultural life towards genders differs across regions. The fact that the term “gender” is not only related to women, but also to men, the nature of women subordination to men occurs in every part of the world and renders the low quality of the life of women. In the Third World, women are in the lowest layer of societies and the most suffered group of the poor while in the reality, they play important roles of reproductive, productive and community managing work (Moser, 1989). Disparity in rights and access to resources increasing is based on gender, race and class within countries (O’Connell, 1993) while women in the Third World also play important roles in managing natural resources and determine the destiny of world’s natural resources (Todaro, 2000).

According to Moser (1993), a reproductive role is the role of women in child bearing and rearing responsibilities, which also required to guarantee the maintenance and reproduction of labor force. Productive work means the activities or work done to earn which will be paid in monetary unit or in kind. In this role, women often become the secondary income earners. Nevertheless, in the Third World especially in the area of conflict, women often act as the breadwinner in the family since male breadwinner are in the war or work in a different region. Community managing work is the activities carried out by the women related to the provision of items of collective consumption in the local community as the extension of reproductive and productive role.

### **2.2.2. Feminist Theory and the Study of Gender in Education**

According to Acker (1994), in general, there are three “traditional” types of feminism; they are liberal feminism, radical feminism, and socialist feminism. The three are criticized for they are built on the privileges of Western white women’s concern. The theoretical frameworks of feminism mostly address questions on women subordination, why and how it happens, how to change it, and what if it does not happen. “Middle range” theories consider more on particular aspect on gender relations and particular sectors in social life like family, politics and education.

The concern of *liberal feminism* is securing equal opportunities for the sexes. In education, this means removing barriers for girls in achieving their full potential at school, individual and discrimination in labor practice. These are related to equal opportunities, socialization and sex stereotyping and sex discrimination. Equal here means the same treatment, while the result for “the same” may result

inequality, and this concept of equality then what is commonly accepted by government organization and general public.

*Socialist Feminism's* aim is to eliminate oppression with the focus on women's position in the economy and the family. In education, there is reproduction of roles, in which schools have created various mechanisms for class division in the work force, as well as what have been created in the economy and family.

*Radical Feminism's* aim is to eliminate male dominance and patriarchal structure by fundamental changes in social structure. As Daly (2005) noted that gender has social roots and gender problems should be addressed as structural problem. The goal in education is the abolition of gender as the oppressive cultural reality and literature is mostly concerned with male monopoly in culture and knowledge, and sexual politics of daily life in schools. This then addresses the issue of sexuality, sexual harassment and violence against women.

One of the dilemmas in feminist theories is the relationship between structures and agencies. In the structure, the questions posed are where should women be in reproductive, social and economic structures, in the context of tradition-bound institution, discrimination and male domination, while in agency the question is whether women active agents to control and change their lives. This even becomes more complicated since in reality, gender is not separable from other factors creating the gender identity like culture, race, religion, class and age.

### **2.2.3. Good Governance and Gender Equality**

Good governance is considered as the result of realization that conventional development could not achieve the desired ends, which are to eliminate poverty and inequality and to promote respect for human rights. In this regard, gender equality should be one of the top outcomes that should be reached by good governance, because the gender dimension is also an important issue in poverty alleviation.

One of the pillars of good governance is the accountability in public administration institutions. Accountability means that government institution has the obligation to be liable to the public for its actions and decisions in the past, present and the future. To engender government institutions, accountability is needed to incorporate women's concerns, so that women can make impact on policy and programs. However, there is systematic failure in public and civic institutions in the point of view of gender, in which women concerns are not incorporated in the mechanism within public administration institutions (Mukhopadhyay, 2003).

Gender mainstreaming in public administration is seen as the process to achieve gender equality within society. Gender equality is generally defined as the recognition that women and men have different needs and priorities, in which women and men should experience equal conditions with the realization of their human right and should have the right to contribute and benefit for development (Moser, 2005). Nevertheless, Pillinger (2005) in Eveline and Todd (2008) sees that gender mainstreaming suffers ineffectiveness in challenging institutional and legislative obstacle and in facing attitudinal, ideological, structural and political barriers that sustain gender inequality. In the practice of public administration, gender neutral policy that commonly operated will reproduce gender inequality.

Therefore, gender mainstreaming should not be seen as goal or completion but as an ongoing process.

#### **2.2.4. Gender in Planning**

As noted by Greed (1994), planning is a male-dominated profession while women have been central to the planning movement since it began. Based on her experience and observation as the member of The Royal Town Planning Institute, She claimed that personal attitudes and beliefs held by the member of the professional subcultures have major influence on the nature of their professional and public activities thus influencing the development. Generally, women face constraints in the opportunity to plan and control their lives in which men use violence or threat of violence as the means to control. This occurs in all societies and women are “educated” to accept this. Discriminatory treatments in the family prevent women to participate in the family, community, in the marketplace and in decision-making structures (O’Connell, 1993).

According to Moser (1993), gender planning is a tradition in planning whose goal is to ensure that women, through empowering themselves, achieve equality and equity with men in developing societies. This tradition emerged as the concern that there are fundamental misconceptions and assumptions which have caused that development planners overlooked or even discriminate women. It concerns with the gender-blindness in policy formulation and planning procedures.

To incorporate gender interests into planning, Moser (1993) distinct gender needs into practical gender needs and strategic gender needs. *Practical gender needs* are the needs of women formulated based on their own experience. They do not challenge the power relation in the society. These needs are the immediate response perceived by women within specific context mostly related to the living condition like water provision, health care and employment. *Strategic gender needs* are the needs identified by women because of the subordination to men. These needs will challenge the power relations in society, and are mostly identified as “feminism”.

There are constraints to meet the practical gender needs and strategic gender needs. According to Moser (1993), planners usually use practical gender needs as the entry strategy to strategic gender needs. However, integrated cross sectoral planning is necessary to recognize practical gender needs, while sectoral planning is mostly conducted and potentially jeopardizing the implementation of policy and even worst it may worsen the position of women.

Moser formulates gender planning principles, tools and procedures in gender planning methodology (see Moser, 1993, pp. 91-93). In the methodology, Moser formulated 6 principles in gender planning which are translated into 6 tools as described in table 2.1. All are related to the gender roles and needs, the relations and the balance of the two, as well as the control over decision making in political and planning domain. The methodology requires disaggregated data to diagnose the objectives, and mechanism as the entry strategy to planning, as well as mechanism to incorporate women and representative gender aware organization into planning process in gender consultation and participation.

**Table 2.1.: Gender planning principles, tools and procedures (Moser, 1993)**

No	Principles	Tools	Procedures
1	Gender roles	Gender roles identification	Gender diagnosis, objectives & monitoring
2	Gender needs	Gender needs assessment	
3	Equal intra-household resources allocation	Disaggregated data at the household level	
4	Balancing of roles	Intrasectorally linked planning	Gender entry strategy
5	Relationship between roles & needs	Woman in Development (WID)/ Gender & Development (GAD) policy matrix	
6	Equal control over decision-making in the political/ planning domain	Gender participatory planning	Gender consultation & participation

## 2.3. Planning and Organizational Change

### 2.3.1. Theory of Planning

In the study of planning, there are two types of planning theories. First is the theories used to understand the milieu within which planning operates in which the term planning theory is used. The second are theories of how planning itself works in which the term theory of planning is used, as it is used in this study.

For some proponents of procedural planning, there are organizations and procedures of planning which are similar in all its fields, and the organization and the procedures should be based on rationality (Paris, 1982 p.5). According to Faludi, *planning is a rational process of thought which ultimately aims at promoting human growth* (Thomas in Paris, 1982 p. 15). This means that, as Paris said in regard to Faludi's procedural planning: *'planning' is represented as a set of activities, albeit affected by external 'constraints', which rationally provide for solution of problems.*

However, Thomas has also noted that procedural planning fails to recognize that external environments may influence the activities. As Paris said, planning can not be simplified just by procedures taking place within, it should also incorporate the reality in the interaction between the social context in planning, as well as the values and theories hold by the planners, whether it happens consciously or unconsciously, and the internal procedures of planning practice. As the combination of the two ideas, planning can be understood as the set of procedures which are influenced by external environments.

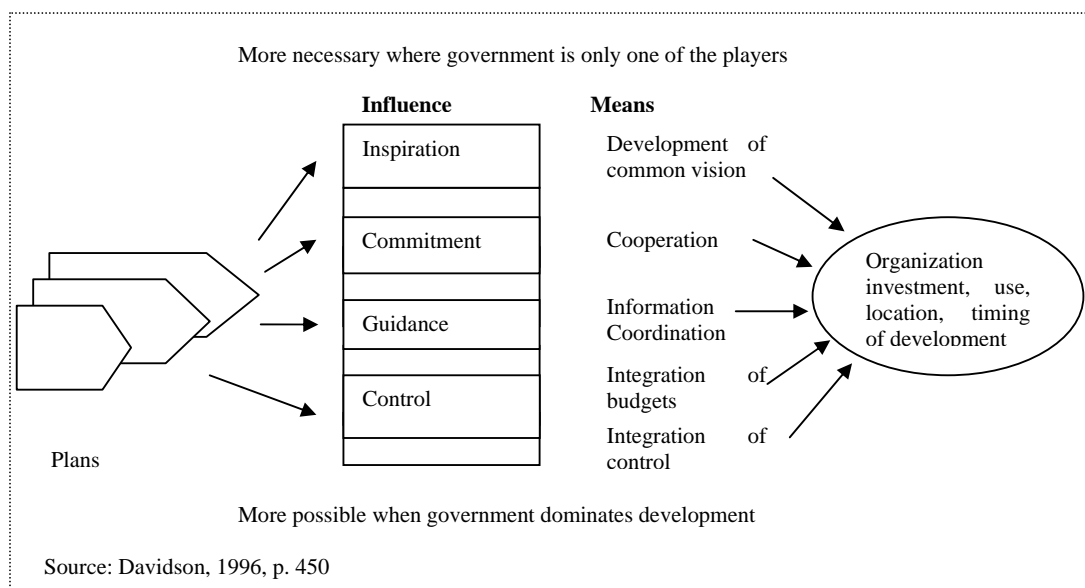
The common procedures in planning, which are used by National Resource of Conservation Service of United States Department of Agriculture that are also mostly used in variations by many organizations, are the *collection and analysis* to understand the problems, *decision making* to understand the solution of the problems and *application and evaluation* to understand the result. In the collection and analysis, the procedures are identification of the problems, the inventory of resources, the analysis of the resource data and determining the objectives. In the decision making, the procedures are formulating alternatives, evaluating the alternatives and making the decision. In the application and evaluation, the

procedures are the implementation of the plan and the evaluation of the plan (NRCS, 2003).

Nevertheless, as explained previously that planning is not merely considered as a set of neutral procedures, but also includes political process. According to Davidson, planning is affected by external environment like the economy, population dynamic, attitudes of the government and by attitudes to planning itself which also related to the competence and the credibility of the organizations developing and implementing the plan (Davidson, 1996 and Davidson 2006). Davidson (2006) also notes that there are problems in the capacities available to develop and implement the plan.

Davidson (1996) recognizes four main means by which plans can influence the development taking place, which are inspiration, commitment, guidance and control, as described in figure 2.1. Inspiration is the powerful source for innovation. Commitment is the essential basis so that the plan can be implemented. Guidance is the way how the plan will be implemented in regards to the location, use, timing or other necessary guidance for development. Control means that the implementation of the plan should be controlled in which necessary changes might be needed.

**Figure 2.1.: Influence of plans on development**



To integrate gender in the plan, it is necessary to analyze the four means in the plan to incorporate gender. This means that not only in the planning process gendered dimension are recognized but also in the means of plan that can influence the development should gender dimensions are taken into account.

### 2.3.2. Organizational Change

Organization, in this respect a formal organization, is defined by Schein as: *the planned co-ordination of the activities of a number of people for the achievement of some common, explicit purpose or goal, through division of labor and function, and through a hierarchy of authority and responsibility* (Mullins, 2005 p. 116).

This means that, in a formal organization, there are people and activities, structures and management, and objectives.

According to Mullins, the success of the management of an organization is determined by the interaction of the three components, which are people, objectives and the structure. All together with the efficient use of available non-human and human resources, the extent of the effectiveness of an organization is determined.

Gratton stresses the importance of the people in an organization to bring ideas and innovation to the success of the organization. To this condition, it is important for the people in the organization to understand the context in which the organization operates and the opportunities and challenges the organization faces, whether the people feel confident about the ability of the organization to adapt the opportunities and challenges, and whether these people are involved in the decision about themselves within the organization (see Mullins, 2005). This also reflects that there are organizations that are not able to recognize challenges and opportunities within, and they fail to bring changes.

While an organization is influenced by the people within, this also happens the other way around. Human behavior is rather governed by institutional rules, norms, and conventions that have powerful material effects on people's lives than by individual preferences. In society, there are four key institutional categories: states, markets, civil society/communities, and family/kinship. The institutions govern the process of production, reproduction and distribution in the society (Kabeer, 2003).

Related to the institutions existing in society and the people within the organization and in society, the functioning of an organization is not only determined by its internal components but also influenced by external environment (see Wardell, 1992). Lynch identifies the influences in PESTEL analysis (Political, Economic, Socio-cultural and Technology), among which are geographical setting, economic activities, social attitudes, technology, other organizations, local and national government policies and trainings (see Mullins, 2005). According to Mullin, the changes in the external environment will affect the transformation or conversion process of inputs into outputs. To survive, an organization must respond to the changes.

Mullin suggested five interrelated subsystems within the organization to analyze as the basis of analysis of work organization. They are the task, technology, structure, people and the management. The analysis of *task* will focus on the goals and the objectives of the organization, in which the work activities occur in transforming and conversion process of input into output. *Technology* is the manner of the tasks are carried out and the work performance of the organization. *Structures* are the patterns of the organization, including hierarchy and divisions of work. The analysis of the *people* includes the analysis of the attitudes of the members of the organization, their skills and attributes, their needs and expectations, interpersonal relations and pattern of behavior, group functioning and behavior as well as informal organization and styles of the leadership. Management is the coordination of the four subsystems and policies and procedures in executing the work.

In twentieth century, literature on organization theories and strategies appeared to be gender neutral, while in the community organizing and social work planning, they were mostly written by men. The models of women led organizing has just started in the 1970s (Mizrahi, 2007). In the perspective of Feminists, organizational theorizing has been written incomplete and inadequately since organizational analysis has been understood very narrowly (Calas and Smircich, 1992). Organizational theorizing suffers lack of women experiences, and fails to recognize women values and concerns in organizational discourses. This means that, for an organization to be successful, particularly one that has the task to mainstream gender, it is necessary for the elements in the organization, as well as the subsystems within, to incorporate gender within the whole process taking place in it, and to recognize the influence of gendered realities in the external environment of the organization.

## **2.4. Summary and Operationalization**

The approach on gender planning by Moser provides a methodology for policy formulation within an organization that needs disaggregated data and planning mechanism as the tools in gender mainstreaming. It is also important to understand that within an organization is not easy to apply changes. There are external factors that influence the functions within organization. As Davidson noted that inspiration, commitment, guidance and control have great influence on the implementation of the plan and there are still problems with the capacities to develop and implement a plan. This also means it is important to see the organizational mechanism in the organization researched, which is influenced by the components in internal environment and external environment.

In education, there are problems identified by feminist. They are the barriers for girls that might occur at schools in regards to psychological treatment and sex stereotyping and discrimination, reproduction of the values of society in relation to gender, male monopoly in culture and knowledge as well as the sexual politics of daily life at schools. The operationalization of this problems may occur in societies where female students experience sex-discrimination in the activities at schools as well as sex-stereotype on the chosen study program, the studying material that are gender biased and gender biased values that are socialized to students, albeit unintentionally, the enrollment to school based on gender and the strategic position occupied at school's structure.

As one of the desired ends of good governance is equality, it is necessary to address gender into policy, planning and the programs. Government institutions have tasks to mainstream gender into the whole planning process. This should not neglect the fact that in organizations, there are people, objectives and the structures. It is relevant to understand the perceived understanding of the employee in the organization and the value they believe toward gender as well as the context of the challenges and opportunities face by the organization. It is important to assess the objectives of the organization in relation to achieve gender equality as the objectives of mainstreaming gender, and to analyze the structures of the organization.

It is also necessary to recognize the key main means of plans that can influence the development. This means, it is necessary to see whether there is inspiration,

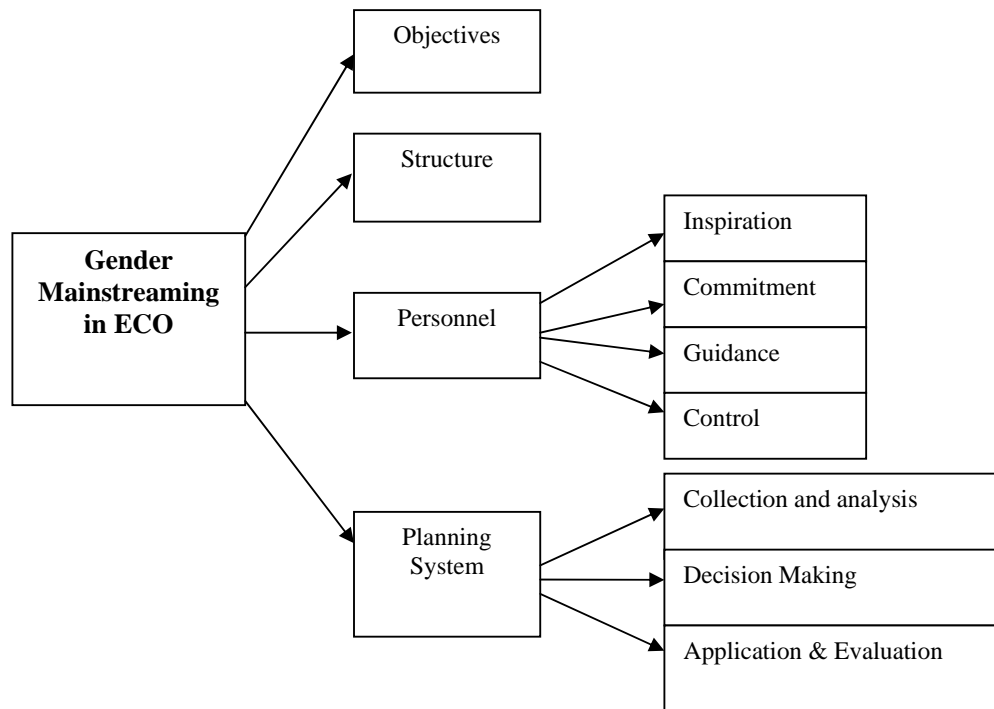


commitment, guidance and control in mainstreaming gender. This is strongly related to the leadership within government organization and the external environment which can influence the success performance of an organization.

To address gender in planning, the entry strategy to address gender needs is essential. This means, research should also assess whether disaggregated data is provided, how the recognized problems are addressed in planning programs or projects, whether there are policies implemented by the organization in regards to gender mainstreaming, and whether the mechanism to incorporate women in decision making including gender consultation and participation within the organization works, which also requires the existence of gender trained staff/personnel.

For the purpose of this research, theories of planning, organizational theories and theories on gender mainstreaming are combined to formulate theoretical framework as followed:

**Figure 2.2.: Theoretical framework**



The theoretical framework is subject to be operationalized into variables in order to answer the main question of this research, which is: what constraints, opportunities and challenges of gender mainstreaming are found in education programs conducted by the Education Department of the Provincial Government of Bangka Belitung Archipelago. The operationalization of the framework is described in the following table.

**Table 2.2.: Operationalization**

No	Points to Measure	Operationalization	
1	Objectives	How does gender fit in the objectives/tasks of the ECO	
2	Structure	How is gender represented in the hierarchy and job division	
3	Personnel	Inspiration	How is the capacity and perception of leadership and personnel to gender mainstreaming
		Commitment	What is the commitment and the view of the top brasses toward gender mainstreaming
		Guidance	What are the guidance and policies use in ECO to conduct gender mainstreaming
		Control	What is the role of gender Focal point and leadership control to conduct gender mainstreaming
4	Planning System	Collection and Analysis	Are gender analysis and disaggregated data used
		Decision Making	What projects were run by ECO that fits gender mainstreaming
		Application and Evaluation	How the projects were implemented and what reports and other policy studies in gender mainstreaming are used.

## Chapter 3: Research Methodology

### 3.1. Research Areas

Bangka Belitung Archipelago (BBA) is one of 33 provinces in Indonesia. Geographically, it lies on 104°50' - 109°30' E and 0°50' - 04°10' S with 16.423,54 km<sup>2</sup> land area (20.10% of total area) and 65.301 km<sup>2</sup> sea area. The population in 2005 based on economic and social census was 1.043.456 persons, as described in table 3.1., and it consists of various ethnicities like Malayan, Javanese, Chinese, etc. Previously, BBA was part of South Sumatra province before the Decentralization Act 1999 was enacted. In the end of 2000, BBA was officially a province with Bangka Island, Belitung Island and 254 small islands as the region. The region is well known as tin and white pepper producer.

**Figure 3.1.: The location of Bangka Belitung Archipelago**



Indonesia



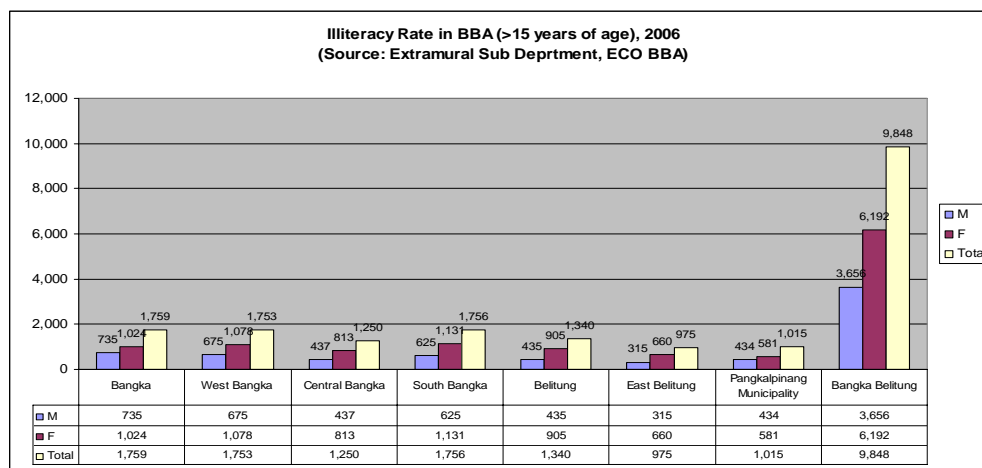
Bangka Belitung Archipelago

**Table 3.1. : Population 2005** (Source: BPS BBA, 2006)

No.	Districts / Municipality	Male	Female	Total
1.	BANGKA	128.380	118.457	246.837
2.	WEST BANGKA	76.042	71.813	147.855
3.	CENTRE BANGKA	66.970	66.410	133.380
4.	SOUTH BANGKA	77.285	71.631	148.916
5.	BELITUNG	67.700	65.227	132.927
6.	EAST BELITUNG	45.385	41.995	87.380
7.	PANGKALPINANG	72.905	73.256	146.161
Total		534.667	508.789	1.043.456

The demographic composition of the population shows that there is a balanced proportion between men and women. Nevertheless, gender-related development index (GDI) of the province shows that there is indication that inequality exists in the area of education and decent standard of living between men and women in BBA, in which the achievement of women in those areas are lower than that of men.

**Chart 3.1.: Illiteracy rate in BBA**



As the area has long been dominated by tin mining, fishery, pepper and rubber plantation, and for the past two decades also became the area of crude palm plantation, the culture of the society is mostly rural and agricultural, despite the fact that the area has also been urbanized with the growing trading and service sectors as well as the heterogeneity of the society living there. Nevertheless, education facility is always the issue of the people in BBA. To achieve better and higher education, many are forced to go out of the island and spend years of higher education in Java or Sumatra. The people who study outside do not always return to BBA again after they finish their education. Even for lower education, there are geographic constraints for people living in remote islands to reach education facilities as well as other government services, which usually concentrated to the main 2 big islands, Bangka and Belitung.

The research is conducted in Provincial Office for Education and Culture in Bangka Belitung Archipelago (Dinas Pendidikan dan Kebudayaan Provinsi Kepulauan Bangka Belitung) in Pangkalpinang, the capital of BBA. The Office in early 2008 was restructured into two offices: Provincial Office for Education and Provincial Office for Tourism and Culture. The office is the coordinating institution to the same offices in one municipality and 6 districts within the province.

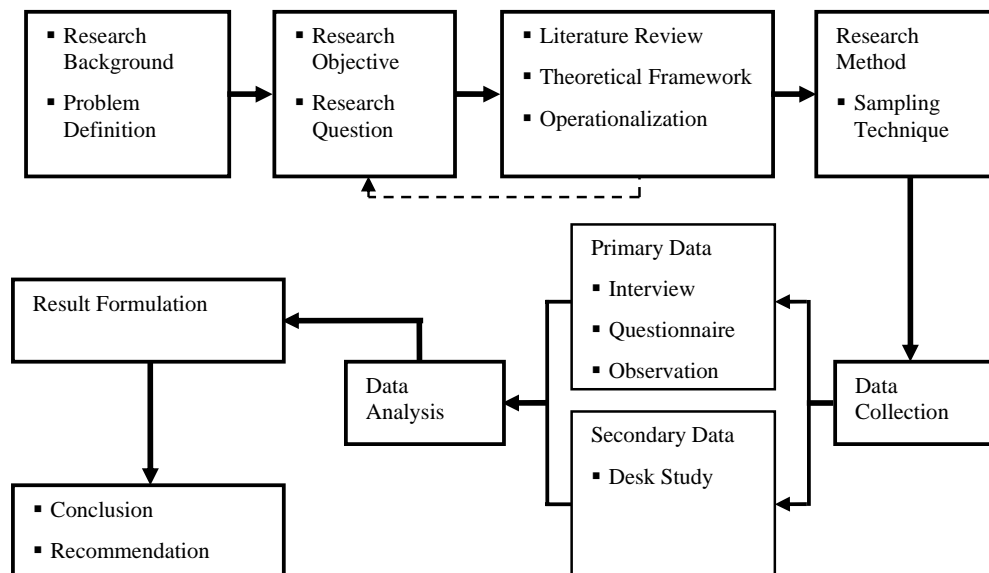
### 3.2. Research Stage

This research is conducted through stages as follow:

- 1) Research Background
  - Formulating research objectives and research questions from the background and problem definition;
  - Reviewing literature on gender mainstreaming, theory about gender and gender in education, theory of planning and organizational theories to develop theoretical framework and formulate the operationalization, and reviewing again based on research objectives and questions;

- Developing the methodology on how the research should be conducted.
- 2) Data Collection
    - Data was collected between August – September 2007 by:
      - a. Interviewing officers in Education and Culture Office in selected divisions, as well as officer in Social Welfare Bureau and the head of Provincial Development Planning Agency;
      - b. Using questionnaire, which was tested first, to overcome time constraint facing the officers;
      - c. Observing the activities in the office during working hours.
    - Collecting secondary data from Education and Culture Office, Regional Planning Agency, Social Welfare Bureau, Personnel Bureau and other related institution.
  - 3) Data Analysis
  - 4) Result Formulation
  - 5) Conclusion and Recommendation

**Figure 3.2.: Research Design**



### 3.3. Research Type

The research is explanatory case study employing qualitative data to study the obstacles and prospects of gender mainstreaming in education development planning in Education and Culture Office of Bangka Belitung Archipelago Province, by employing content analysis to the documents and the statements.

### 3.4. Population and Sample

There were 64 people working in ECO in which 10 were not official civil servant (contract worker). In total there were 54 official (44 male and 10 female) and 10 contract workers (6 male and 4 female). One female officer and one male officer were in studying leave, and 1 female officer was just transferred to other provincial government.

Respondents were chosen based on purposive sampling. Only those who work in relevant divisions were chosen. In all relevant divisions/unit, there are 36 persons, including 4 in Personnel Subdivision. The respondents who were interviewed or answered questionnaires in ECO were 31 persons: 27 official and 4 contracted workers.

30 questionnaires were applied (25 male and 5 female respondents), and 10 in-depth interviews were conducted with:

- Head of ECO
- Secretary of ECO
- 3 heads of departments
- Head of planning division
- Head of personnel division (female)
- 1 staff of planning division
- 2 female staffs.

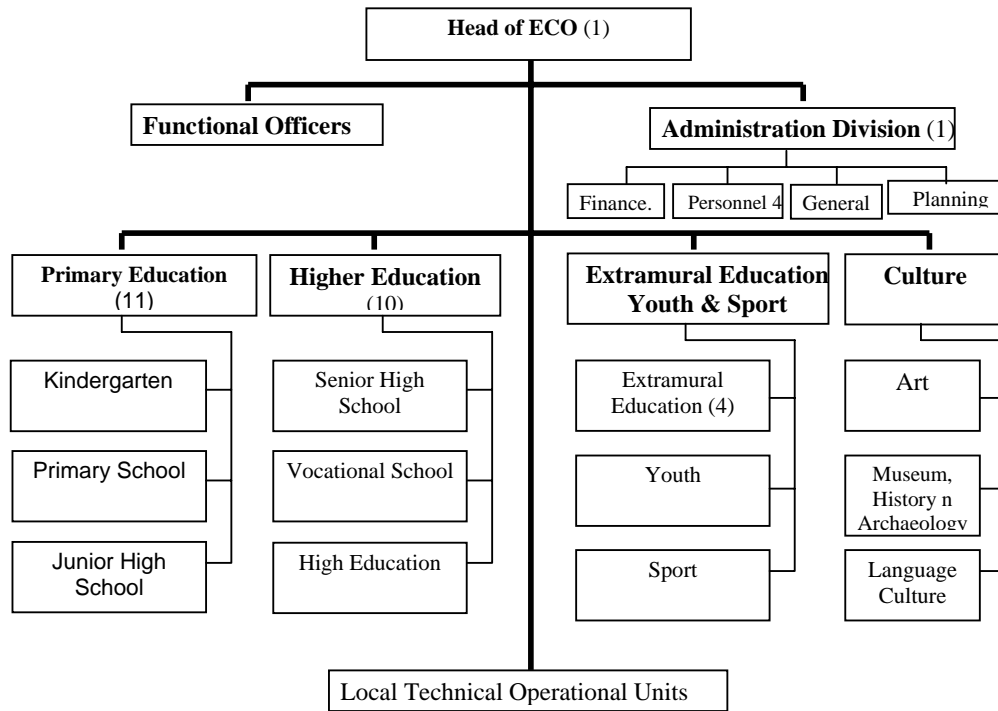
Other interviews conducted were with the head of regional development planning agency and officer in Social Welfare Bureau. Below is the table of the number of the respondents interviewed using questionnaires within related units in ECO.

**Table 3.2.: The number of the respondents**

No	Respondents	Number	Percentage	Remarks
1	Female	5	16.67	There were 9 female officers in related units
2	Male	25	83.33	There were 27 male officers in related unit
	Total	30	100.00	

The units studied are the units within ECO that directly responsible to education program planning and unit that responsible in personnel management. To give clear description on the determination of the units researched, the following figure is the organizational structure of ECO:

**Figure 3.3.: Organizational Structure of ECO BBA**



Respondents are officers working in Primary Education Department, Higher Education Department, Extramural Education Sub-Department, and Administration Division which include personnel and planning sub division. The respondents have worked between 1 – 7 years in ECO until 2007. The age of respondents was 20 – 54 years of age in the time of data collection. The questions asked were the combination of closed and open ended questions.

Interviewees are key persons in the units, staff in planning sub division, female staffs in departments, and an officer in the social welfare bureau. The questions asked are checked through the answers in questionnaires. In total, the questionnaires applied and the in-depth interviews conducted are described in the table below:

**Table 3.3.: The total numbers of questionnaires and in-depth interviews**

Questionnaire		In-depth Interview	
Female	Male	Female	Male
3	27	4	8
Total questionnaires: 30		Total in-depth interview: 12	

### 3.5. Unit of Analysis

The unit of analysis of this research is gender mainstreaming in the planning process in ECO, which requires studying the policy and the organization in ECO.

### 3.6. Variables and Indicators

The main question of this research is: what constraints, opportunities and challenges of gender mainstreaming are found in education programs conducted by the Education and Culture Office of the Provincial Government of Bangka Belitung Archipelago. To operationalize this question, three sub questions are formulated as follows:

- 1) How are the tasks within ECO conducted in relation to gender mainstreaming?
- 2) What are the perspectives of people working in ECO toward gender mainstreaming that may influence on how plan will be conducted?
- 3) How is gender mainstreaming conducted in the planning system within ECO?

The questions will be operationalized as indicated in the table below:

Question 1: How are the tasks within ECO conducted in relations to gender mainstreaming

**Table 3.4.: Operationalization of Question 1**

Variable	Indicator	Operational Question	Type and source of data
Organization Objective	Objectives and Tasks	What are the objectives and tasks of the organization in relation to gender equality?	1. Primary data (interview) 2. Secondary data (documents)
Organization's Structure	Organizational Hierarchy	How is the organization structured?	1. Primary data (interview) 2. Secondary data (documents)
	Job Division	What are the tasks of the divisions?  How is gender composition within the organization?	Secondary data (documents, personnel data) Observation



Question 2: What are the perspectives of people working in ECO toward gender mainstreaming that may influence on how plan will be conducted?

**Table 3.5.: Operationalization of Question 2**

<b>Variable</b>	<b>Indicator</b>	<b>Operational Question</b>	<b>Type and source of data</b>
Inspiration	<ul style="list-style-type: none"> <li>▪ Personnel Knowledge toward Gender Mainstreaming</li> <li>▪ Personnel Capacity</li> <li>▪ Personnel Initiatives</li> </ul>	<p>What do you know about gender? What gender problems do you recognize?</p> <p>What is your educational background? Have you been trained in gender mainstreaming?</p> <p>Do you consult gender focal point when formulating and conducting plan?</p>	<ol style="list-style-type: none"> <li>1. Questionnaire</li> <li>2. Interview</li> <li>3. Observation</li> </ol>
Commitment	Leadership commitment	<p>Who is gender focal point officer in this organization? Do you ask your subordinates to consult GFP? Do you send your staffs to gender training/socialization? Who do you send?</p>	<ol style="list-style-type: none"> <li>1. Interview</li> <li>2. Observation</li> </ol>
Guidance	<p>General Policies</p> <p>Special Policies</p> <p>Oral command</p>	<p>Is general policy mandating gender mainstreaming? What are the policies in term of gender mainstreaming? Who created the policies?</p> <p>Are the policies conducted?</p> <p>Are there any special policies to support general policies?</p> <p>Have your supervisor ever asked you to conduct gender analysis?</p>	<ol style="list-style-type: none"> <li>1. Documents</li> <li>2. Interview</li> <li>3. Questionnaires</li> </ol>
Control	Role of Gender Focal point	<p>What do you do to ensure that a project has considered gender equality? Do you monitor the project run by your organization? How do you evaluate projects have been run so far? What happen if a project does not consider gender equality in its plan?</p>	<ol style="list-style-type: none"> <li>1. Documents</li> <li>2. Interview</li> </ol>

Question 3: How is gender mainstreaming conducted in the planning system within ECO?

**Table 3.6.: Operationalization of Question 3**

Variable	Indicator	Operational Question	Type and source of data
Collection and Analysis	Gender Analysis/ assessment  Disaggregated Data	Is there any gender analysis conducted when formulating plan?  Who conduct the analysis?  Is there disaggregated data?  Is disaggregated data used?	1. Interview 2. Questionnaire 3. Documents/ Statistic
Decision Making (alternatives taken)	Project's objectives	What projects were run between 2003 – 2006?  What are the objectives of the project in relation to gender mainstreaming?	Documents
Application and Evaluation	Projects leader  Project Evaluation	Who conducted the projects?  How is project evaluated?  What is the use of evaluation for the next planning?	1. Interview 2. Documents

### 3.7. Problems and Limitation

The research was conducted within relevant units in ECO, and excluded units which do not deal with education programs. The units included are, Planning subdivision, Personnel subdivision, Primary Education department, Higher Education department, and Extramural Education sub-department.

During August – September 2007, there were several events constrained the research in ECO. They were:

- Indonesia Independence Day in August, in which ECO was assigned to lead several official occasions;
- Annual audits/ investigation that were conducted twice in the end of August and middle of September demanded most time of the officers in ECO to prepare the project reports and to be in the meetings.
- Fasting month in September, in which office hour was shortened.

The limited time for qualitative study was also constraint with limited budget and limited qualified assistance made difficult to employ research assistant.

## **Chapter 4: The Constraints, Opportunities, and Challenges in Gender Mainstreaming: Research Results and Analysis**

In this chapter, the findings of the research and the analysis are discussed to find the challenges, constraints and the opportunities in gender mainstreaming in education planning in Bangka Belitung Archipelago (BBA), based on the conceptual framework built in the previous chapter while the data are collected by interview and secondary data. First, it is to briefly discuss the effort to mainstream gender conducted in BBA provincial government and then followed by the analysis of the research in Education and Culture Regional Office (ECO) of Bangka Belitung Archipelago.

### **4.1 An Introduction to Gender Mainstreaming Efforts in BBA**

#### **4.1.1. The Efforts in Provincial Government of BBA**

The mandate to mainstream gender into Indonesia's government policies is clearly stated in Presidential Instruction no 9 year 2000 concerning Gender Mainstreaming in National Development. Ministry of Home Affairs also issued Ministerial Decree no 132 year 2003 concerning General Guidelines for the Implementation of Gender Mainstreaming in Local Development, which also mandated the minimum 5% of national, provincial and local governments budget to be allocated in gender mainstreaming as well as the mandate to form gender focal point in every government level.

In BBA Provincial Government, Gender Focal Points (GFPs) have been formed in several working units in 2003 through Governor Decree. Besides that, in 2007 the governor issued the decrees to form the Task Force Forum for Improving the Quality of Life of Women in which the secretary of ECO was appointed the head of Education Task Force, and to form Integrated Team for Prevention and Prohibition of Violence Against Women and Children, in which the head of Extramural Education Department of ECO was appointed member.

The responsibility of GFP in BBA Provincial Government is a) to plan, to coordinate, to synchronize and to implement cross sectoral gender mainstreaming in social welfare development, and b) to inform them to the Governor of Bangka Belitung Province and Deputy II Ministry of Women Empowerment (SK 2003). Nevertheless, a report on what the GFP has been conducted had never been made. The GFP is expected to be the avant-garde of gender mainstreaming within the working units of provincial governments.

Besides in ECO, GFPs were also formed in other institutions like in Health Regional Office of BBA, in Regional Development Planning Agency of BBA and in Social Welfare Regional Office of BBA. There are 13 officers appointed GFPs by governor decree in 2003 in which 4 of them are officers from Social Welfare Bureau. The member of GFP from ECO, based on the decree and the interview on 20 August 2008, was the head of Extramural Department.

The membership of Gender Focal Points is based on appointment, not voluntary. The appointed staff members were assigned by the offices after Social Welfare Bureau sent letters to the working units in the provincial government and other institutions to appoint someone in the office to be posted as member of the team.

The obligation to mainstream gender in the provincial government was specifically the duty of the Health and Women Empowerment Division of Social Welfare Bureau. This division has conducted gender trainings for 4 times since 2004 in a) gender responsive program planning and b) gender information system. The participants were government officers and community based organizations in the provincial government and in district levels. There were also gender socializations which were conducted annually (Social Welfare Bureau, interview, 20-8-2007). The budget for those activities was allocated from Provincial Budget Allocation and National Budget Allocation. Nevertheless, it was admitted by the officer that there were constraints in:

- a. Human resources, in which there are imbalance proportion of male and female officers as well as members of the House of Representative;
- b. Lack of support from the House of Representative for special projects to mainstream gender;
- c. Perception on efforts to mainstream gender is perceived as merely women way to oppose men; and
- d. The position of Health and Women Empowerment Division which was still embedded in Social Welfare Bureau, that made specific gender project should share budget with other projects within the bureau (Social Welfare Bureau, interview August 20, 2007).

#### **4.1.2. Gender Biases in Education in BBA**

Gender biases in education in BBA are more or less similar to the problems that exist in national level. The problems in national level reported by Doloksaribu (year N/A), based on Gender Analysis Pathways conducted by the National Development Planning Agency and Women's Support Project II-CIDA in 2001, were identified as follow:

- a. Gender inequity exists in Vocational Secondary Schools and higher education, and these are caused by social values exist within the society;
- b. Gender biased school books, mostly found in language and social studies;
- c. Inefficient learning processes due to low participation rate of girls were caused by higher retention rate of girls than that of boys;
- d. Institutionalized gender inequity was caused by the fewer number of women in decision making positions;
- e. Gender segregation happens in the selection of study programs, which can cause gender discrimination in work place/ job/ labour market.

The analysis above is confirmed by the finding of previous study in BBA (Sulistyo et al, 2006), which shows that a) there was gender gap in school participation in that participation of girls is lower than that of boys; b) there were gender biased school books used at school; c) low number of women as school headmasters and d) fewer number of female teachers in higher grade position. Unfortunately the study did not elaborate upon gender segregation in vocational secondary schools and study program selection, in which ECO itself did not separate data of general high schools from vocational schools. The study also pointed that BBA Strategic Plan 2002 – 2006 in education was gender neutral.

## **4.2. The Organization: The objectives and the Structure of ECO**

According to Mullin (2005), the effectiveness of an organization is determined by the interaction of three aspects, they are the objectives, the structure and the people in the organization or the personnel of the organization. These aspects of the organization in ECO of BBA are studied in relation to gender mainstreaming.

### **4.2.1. Organization Objectives**

As the foundation of planning and as the direction for decision making, the objective of an organization will also reflect the desired outcome of the organization. The objectives of ECO of BBA in education affair is to assist the Governor of BBA in the planning and implementation of policies and programs in education sector, as described in its tasks and functions, in order to provide education for all (EFA) by accomplishing nine year-compulsory education program. In this regard, the objective of the organization is neutral in relation to achieving gender equality, while one should also remember that, gender neutral public policy may reproduce gender inequality.

As the objective of ECO in education is specifically targeted to provide education for all with the focus on nine-year compulsory education, the targets are not discriminated, in which it does not also prioritize any gender (Interview, 23 August 2007). The measurement use to see if their objective is achieved is by looking at Annual Education Participation Figure (Angka Partisipasi Kasar or APK). Nevertheless, it is obvious that there is no specific objective to promote gender equality in the organization.

However, the objective to provide education for all is not necessarily without potential to promote gender equality. This might be possible if there is consciousness and efforts within the people in ECO to create enabling environment after the problems are identified. In this regard, the objective of ECO can not stand alone as the only factor to justify whether or not the organization is gender sensitive in its working mechanism and products. Here, the objective of the ECO should comply with other aspects in the organization, including the structure and the people, to shift from gender neutral to gender sensitive practices. This needs efforts not only from the internal organization of ECO, but also from external environment like the provincial government and the legislative boards.

#### **Box 4.1.: The Tasks and the Functions of ECO of BBA**

The Task and Functions of ECO of BBA:

1. To determine technical policy in education, youngster, sport and culture;
2. To grant permission in public service provision in education, youngster and culture;
3. To give consideration in establishing/ closing universities;
4. To provide support/ aid on higher education implementation except in curriculum regulation, accreditation and recruitment academic staff;
5. To provide assistance in supplying compulsory teaching materials for kindergarten, primary school, high school education, out of school education and extraordinary education;
6. To administer extraordinary schools;
7. To supervise, monitor and evaluate the execution of curriculum in kindergarten, primary schools, high school education, out of school education and extraordinary education;
8. To administer provincial museum, historical sites, archaeology, historical study and cultural values, and development of language and local cultures;
9. To manage general administration, personnel, finance, attributes, internal affairs, ordinances, institutional and community related tasks.
10. To conduct the supervision to technical operational units;
11. To conduct coordination with related offices/institution in supervising education, youngster, sports and culture.

(Source: Peraturan Daerah Provinsi Kepulauan Bangka Belitung Nomor 4 Tahun 2002 tentang Susunan Organisasi & Tata Kerja Dinas Pendidikan dan Kebudayaan Provinsi Kepulauan Bangka Belitung)

#### **4.2.2. Organization's Structure**

According to Mullins (2005), the patterns of the organization, including hierarchy and divisions of work are important to analyze the work of an organization. In this part, we will see the hierarchy and the division of work in ECO

##### **4.2.2.1. Hierarchy**

ECO is one of the working units in the Provincial Government of Bangka Belitung Archipelago. It is responsible on the planning and implementation of education and cultural affairs in the authority of the provincial government. This means that, ECO works under the authority of the Governor, as well as the other 17 working units (regional offices and agencies), 8 bureaus, secretariat of parliament, 1 representative office in Jakarta and 1 Mental Asylum/Hospital.

ECO is responsible to represent the provincial government in national level (Ministry of Education), and to supervise the ECOs in municipality and districts. ECO is also the facilitator between the national government and lower local governments (municipality / districts) concerning education affairs. Within the structure of ECO BBA, the ECOs in municipality and districts are placed as the Local Technical Operational Units, as described in figure 3.3.

In its own organization, ECO is divided into 1 secretariat (Administration Division) with 4 sub-divisions, and 4 departments with 3 sub-departments each. The staffs work in sub-divisions or sub-departments. They are responsible to report to their heads of sub-divisions or sub-departments, or in the case of vacuum, the staffs report directly to the higher level. The head of sub divisions should report to the head of division/ the secretary, and the heads of sub-departments should report to the head of departments. The head of departments and secretary/head of Administration division should report to the head of ECO. The head of ECO will report to the Governor or to the Vice-Governor, or to the Secretary of the Province. This means that, there are 2 level steps, before an

initiative from a staff can reach the head of ECO; they are the head of sub-department/ head of sub-division and the head of department or the secretary.

From the top to the bottom, the tasks delivered from the head of ECO will go to the secretary/head of Administration division to be selected based on the tasks and functions before they are forwarded to the heads of departments. The heads of departments will make the task depositions to the head of sub departments who will forward them to the staffs. Nevertheless, the head of ECO can summon his subordinates from any level directly.

From the observation, the staffs can also directly go to the head of ECO if he/she is summoned without permission from his/her direct superior. However, the head of one department should inform other head of department if he wants to summon the staff from the other department. The relations between superior and subordinates are semi formal, in which the communication/ disposition among them is not merely by notes, but also by direct communication. This is observed when the head of ECO directly called the staff in the planning sub-division by phone to confirm the education figure, without passing it to the head of planning sub-division or the secretary (Observation 23-08-2007), as well as when the head of Primary education called the head of primary school sub-departments to confirm the question about gender training (Observation 1-09-2007).

The way to address someone in the office is also a way to understand the power relation happens in the office. It is typically the way Indonesians treating and addressing others. To someone who is older or more senior, he will be addressed as *Pak* or *Bapak* or she will be addressed as *Bu* or *Ibu*. When the more senior officer is younger, the rule is still applied, nevertheless, the loosen way of the older subordinates usually call the superior is by using *Mas* (literally means brother) and *Mbak* or *Ayuk* (literally means sister), while the young superior will address the older subordinates after *Pak* or *Bu* or *Mas* and *Bang/Abang* or *Mbak* and *Yuk/Ayuk* to person who is older 2 years or more. Among the same level, they invite to each other after the name. The term *Bapak* literally means father, while *Ibu* means mother, while in English the term used are *Sir* or *Madame*. Nevertheless, the terms are widely used in formal way to address seniors or elders.

Interestingly is when the staffs in ECO address the head of personnel division after *Mak*, the term used by local people to address their mothers. Here, the interaction and personal relations between the head of personnel sub-division are more informal in which the staffs communicate more freely with her. Many superiors/ seniors in the office address the young staffs after *Nak*, the short word for *anak* (child/kid). That is also the way I was addressed by the head of ECO when I conducted the research. This is implicitly shows that the person who is addressed as *Nak* should treat the person who calls her/him as when she/he supposedly treats her/his parents full of respect.

The structure and the way tasks are delivered or reported show that the local culture, in which older people should be treated politely and considered have more wisdoms or experiences, influence the way people behave in ECO. This also shows that leadership is important to generate the mechanism within the institution, in which the structure has created the clear line about how the task should be reported and should be delivered, but the local culture will guide the way people interact to each other within ECO.

#### **4.2.2.2. Division of work**

As described in figure 3.3, ECO is consisted of:

- 1 head of ECO;
- 1 secretariat/ administration division;
- 4 departments (Primary Education, Higher Education, Extramural Education, Youth and Sport, and Culture);
- 4 sub divisions under the secretariat (Finance, Personnel, General affairs, Planning);
- 12 sub departments under 4 departments.
- 7 local technical operational units (ECOs in Municipality and Districts).
- Functional officers.

The head of ECO is the most senior officer among others in ECO. His tasks are as described in the tasks and functions of ECO (see box 4.1.). He is responsible on the management of ECO and should report to the secretary of the province or directly to the Governor of BBA. In this regard, the head of ECO is not autonomous.

The Secretary/ head of administration division is responsible to administer the general administration, equipments, personnel and public relations, including to formulate plan in education supervisions, youth, sport and culture which is also the main task of planning sub-division. Planning sub division is also the unit in which education data are compiled and distributed for internal and external use. The departments are responsible in formulating plan in respected tasks together with planning sub-division, as well as coordinating the tasks with local technical operational units in municipality and districts. There are no specific tasks attributed to the departments in relations to gender equality.

Observing the gender composition in every post within ECO, there is obvious gap between the number of female and male officers working there. As described in chart 4.2., the percentage of female officers in ECO in 2006 was 19%, and only 2 female officers were posted as the head of sub divisions (personnel and finance). In 2007, the percentage of female staff increases to 24 %. These female officers are mostly posted in administrative tasks, and there are only 4 of them having S1 (undergraduate) degree from university.

Looking at table 4.1., we can see that there is still lack of female human resource in the staffing within ECO. Nevertheless, the system of recruitment in Provincial government is also neutral, in which there is no quota to recruit female and male officers; while female officers tend to ask for transfer by the reason of following her husband.



**Table 4.1.: Officers within units in ECO in August 2007 by gender\***

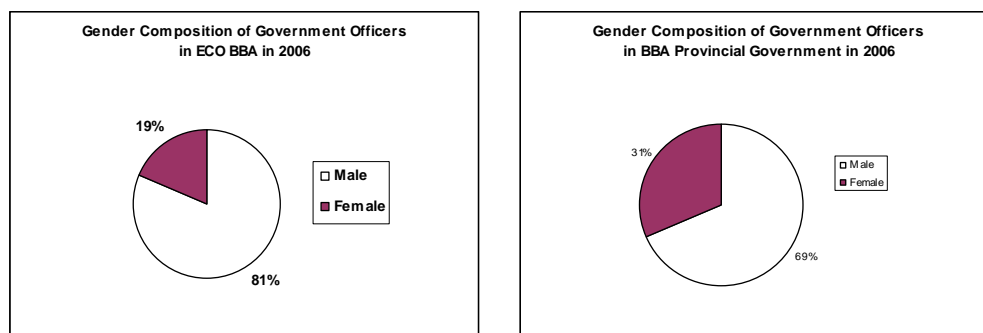
No	Unit	M	% M	F	% F	Remark on Female Figure
1	Head of ECO	1	100	-	0	-
2	Secretariat	12	71	5	29	2 heads of sub-div are female, head of finance sub.div. and a staff in personnel sub.div are university graduates (S1)
3	Primary Education	6	75	2	25	Diploma 3 and Senior High School graduates
4	Higher Education	9	90	1	10	Senior high School graduate
5	Extramural Education, Youth & Sport	9	69	4	31	2 staffs in Extramural Education sub-dept, 1 university graduate (S1) is in Extramural edu. and 1 staff was transferred to other province.
6	Culture	4	80	1	20	University graduate (S1), on studying leave.
7	Functional officers	-	-	-	-	There is no officer in this structure
	<b>Total</b>	<b>41</b>	<b>76</b>	<b>13</b>	<b>24</b>	

\* Excluding contract workers and before the transfer and studying leave in August 2007.

Source: Personnel sub-division of ECO BBA, 2007

The personnel bureau in provincial government, as the executor of staffing authority in provincial government, also contributes to insufficient capacity within ECO, in that this bureau can not monitor the capacity building performed within ECO. As noted by the secretary of ECO as well as by other heads of departments, they faced difficulty in promoting their officer to higher position in which they could only give recommendation, but the decisions were out of their hands. The personnel bureau can also easily transfer an officer in ECO to other working units. Hence, what happened in ECO is also the result of the recruitment process and the personnel system management at the higher level. The charts below describe the imbalanced number of female and male officers.

**Chart 4.1.: Gender composition of government officers in ECO BBA and in BBA Provincial Government in 2006**

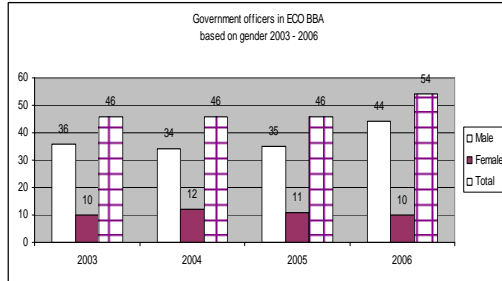


Source: Personnel Sub Division of ECO BBA and Personnel Bureau of BBA Provincial Government, 2007.

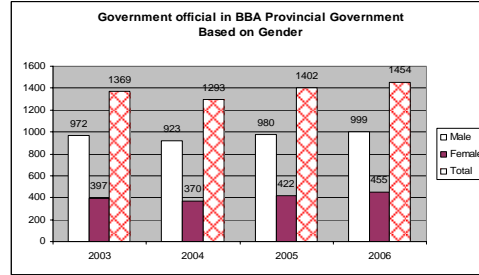
If we refer to the concern included in the definition of gender mainstreaming, there is aspect of staffing within the institution to promote gender equality, as well as in involving women in decision making processes. In this regard, the staffing, as well as promoting women's participation in decision making as structured in ECO, is yet to support gender mainstreaming that requires the balance number of male and female staffs as well as that of male and female officers in strategic

positions in the decision making level. The number of the officers based on gender and their grades are described in the following charts.

**Chart 4.2.: Government officers in ECO BBA and in BBA Provincial Government based on gender 2003-2006**



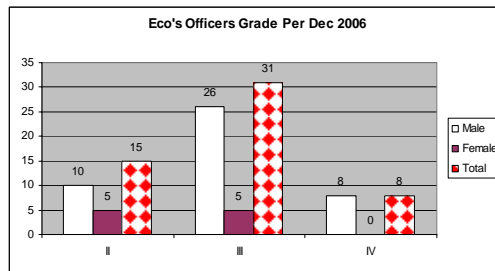
a) Government officers in ECO BBA



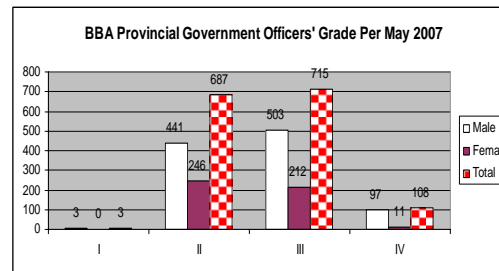
b) Government officers in BBA Provincial Government

Source: Personnel Division of ECO BBA and Personnel Bureau of Provincial Government of BBA, 2007

**Chart 4.3.: Officers grade in ECO in Dec 2006 and in BBA Provincial Government per May 2006**



a) Government officers in ECO BBA



b) Government officers in BBA Provincial Government

Source: Personnel Division of ECO BBA and Personnel Bureau of Provincial Government of BBA, 2007

### 4.3. Personnel

The other important aspect in an organization is the people working in it. As Gratton in Mullins (2005) stressed that the people within an organization are very important to bring ideas and innovation to the success of the organization. In gender mainstreaming, the concern of gender equality of the people working in ECO is studied.

#### 4.3.1. Inspiration

As noted by Davidson (1996), inspiration is a powerful source for innovation and the development of common vision in the organization. In this research, personnel's perspective toward gender mainstreaming is the basic of whether there is inspiration to consider gender equality and to apply gender mainstreaming in the mechanism of the organization, as well as the capacity of personnel to conduct the tasks in relation to gender mainstreaming.

#### 4.3.1.1. Staff's Understanding to Gender

As previously explained in literature review, gender has mistakenly been understood as sex differences between men and women. Gender, as Abdullah (2006) defined, is the form of social construction to differ masculine and feminine characteristics, which include rules, norms and practices (Kabeer 2003), and has structural dimension (Daly, 2005).

Various answers were given to the question “What do you know about gender?”(questionnaire no. 1). From 30 respondents answering the question, only 6 of them who consider gender as social construction, role or social structure happened to men and women. There are 9 respondents consider gender as sex difference, while the rest mixed the meaning of gender with gender equality movement.

The head of ECO consider gender as the practice within society.

*“Gender is about man and woman. This means about how would we treat men and women, what are the tasks of men and women, are there any differences, are there any differences in their responsibilities, and are they still differentiated? Whether in determining their position they will be differentiated”* (Interview, 20 August 2008).

If Moser (2005) pointed that the first development of gender mainstreaming is in embracing the terminology of gender equality and gender mainstreaming, we should reconsider whether this stage has happened in ECO BBA. Many officers in ECO BBA still can not understand the meaning of gender mainstreaming and differ the meaning of gender from the movement of gender equality. There is also the sense of doubt or even anxiety in most officers in provincial government and in the house of representative toward gender equality movement that the effort to achieve gender equality is merely the support to women challenging the existence structure within society where men dominate almost every aspect in society as it felt by the lady work in the Social Welfare Bureau, who was always assigned to gender programs in provincial government (interview August 20, 2007), and the existing condition was considered as the ideal situation.

*“The objective of gender mainstreaming is emancipation, isn't it? (Laughing)...Yes it is..., even since the Prophet era there has been emancipation. Maybe because women's participation is less, that women's portion is less than men's. And it should be returned to where the habitat of women is, isn't that true? For me, I tend to refer that to the habitat of women. What a woman is, basically that, isn't it? Now, in the era of the Prophet, women emancipation did exist. Yet, because now is the era of openness, the women demand their rights, the men demand their rights. Women demand to be in the parliament; Please do, nobody prohibits ..... Women want to be governor, please do, nobody prohibits... Women want to be the head of regency, please do, nobody prohibits. Women want to be school principals, please do, who will prohibit? Now, there are many female school principals.”* (Interview 1 September 2007).

There is also difficulty to understand the term “Pengaruhutamaan Gender”, the direct translation of gender mainstreaming into Indonesian, in which this term is not as popular as “kesetaraan gender” (gender equality). These are some responses in the interview when the interviewees were asked the meaning of gender mainstreaming:

- *It is equal right and equal opportunities.*
- [The interviewee got confused for a while to hear the term “Pengarutusan”], *I think what you mean is gender.* (Interview, 20-8-2007)
- [I have to explain the Indonesian term of gender mainstreaming, and I think he does not really understand what gender mainstreaming is]. *I think it is important to be noticed. Nevertheless, the variables are changing. In the past, there are a balanced number of men and women, now the number of women is more. So, we have to notice this so that we are not left behind. We don’t want the one with larger number is left behind.* (August 28, 2007).
- *I do not think that our society have problems with any gender. Men and women are given chances to access education, various education based on one’s capability, willingness and talent. For our society, if it is not violated ethics and religion, then there is no prohibition.* (Interview, September 5, 2007)
- [In Indonesian: Pengarusutamaan Gender], *well it came from the words mainstream [arus utama] plus the affixes [prefix ‘pe-’ and suffix ‘-an’] . I think it is similar to gender equality. Now, gender is not just women, men can be discriminated too. So, to give equal opportunities both to men and women is by implementing programs, and by considering the gap happens. For instance, if the gap happens in which men is in disadvantage, then the program should consider the men more, and vice versa.* (Interview, August 29, 2007)

The fact that the term gender, gender equality and gender mainstreaming are mixed and understood as women way to demand equality to men shows that there is not yet a common vision among officers in ECO about what gender mainstreaming is.

#### 4.3.1.2. Perception toward gender problems in BBA

When being asked about gender problems in BBA, the respondents consider several gender problems out of the three options mentioned in the questionnaires are in education, culture and religion and in political access.

**Table 4.2: Respondents’ answers on gender problems in BBA**

No	What gender problems do you recognize in BBA? (Respondent is allowed to answer more than 1)	Total	%
1.	Problems to access to public facilities (1st given option in the questionnaire)	17	31.5
2.	Gender biased in laws and regulations (2nd given option in the questionnaire)	10	18.5
3.	Problems to job opportunities (3rd given option in the questionnaire)	16	29.6
4.	Problems in education (not specified)	2	3.7
5.	Culture and religion	3	5.6
6.	Access to political posts	2	3.7
7.	There is no gender problem	2	3.7
8	No answer	2	3.7
	Total Responses	54	100

Source: Questionnaires No. 3 (N=30)

When being asked about their opinion if women face constraints to achieve higher education in Bangka Belitung, 2 respondents considered there were. In addition, 2

respondents considered that the community around them generally prioritize men over women to have education, and 4 of them thought that the people in Bangka Belitung generally prioritize men over women to have education. Interestingly, none of female respondents think that the community around them and the people in Bangka Belitung prioritize men over women to have education.

**Table 4.3.: Perspective on the constraints face by the women and how the society prioritize men over women**

No	Questions	Yes	% Yes	No	% No
1	Do you think that women face constraints to achieve higher education?	2	6.67	28	93.33
2	Do you think that the community around you generally prioritizes men over women to have education	2	6.67	28	93.33
3	Do you think that the people in Bangka Belitung generally prioritize men over women to have education?	4	13.33	26	86.67

Source: Questionnaire No 4, 5 and 6 (N=30)

According to interviewees, gender biases occur in education mostly happen in rural areas and it does not exist in urban areas.

*“I don’t think so[that gender biases occur] in the city. But in rural areas, I think that is true. I know it because my husband works in Toboali [in Southern part of Bangka Island where the area is mostly rural and the area is mostly pepper plantation and tin mining].” (Interview, 19 September 2007)*

It is also considered that the problem in education is caused by low motivation from the parents, whose economy is low, to their children. Nevertheless, it is not considered to be gender specific, while in most society, girls will likely to drop out of school for economic reasons.

*“Well, that is true there is still gap [in which women school attainment is lower]. But, principally, our society does not discriminate. Maybe the motivations from the parents to children to continue the education in certain level do not exist. I think, motivation is important, because parents will give big influence to the children. The children will influence their parents too. I think, if we observe the people who live in villages and their economic status is low, the motivation to children to continue their education is also low. This really happens, including to me...” (Interview, 5 September 2007)*

It is also interesting that the interviewee in planning sub-division thought that the low school attainment of women in BBA is caused not only by geographic constraints, transportation problems and safety issues, but also by women get married young.

*“Many women in BBA got married young. It is also because the location of the schools to continue their education is far from their places of residence. For instance, the girls who continue their education after the elementary school (grade 6) should continue the education in the city or the capital of the subdistrict (kecamatan). This will cost them more for they may have to stay in the city during school days or they have to commute. Even if they have to commute with public transportation, usually the public transport is difficult to find so that they can reach their schools on time. If they take their own vehicle (usually bike or motorbike), there is safety issues...” (Interview 1 September 2007)*

On the open question about what women need in education, various answers are identified in the following table:

**Table 4.4.: Respondents' answers on women needs in education**

No	In your opinion, what do women need in education? (Respondent is allowed to answer more than 1)	Total Answers	%
1	Women can achieve higher education	3	9.4
2	Equal opportunities to access education	5	15.6
3	Infrastructure and facilities	6	18.8
4	Family support	2	6.3
5	Funding	1	3.1
6	Knowledge to earn money	3	9.4
7	Knowledge to raise family	1	3.1
8	Knowledge on health and reproduction	1	3.1
9	Knowledge suitable to religious value	1	3.1
10	Just like what men's needs in education	6	18.8
11	No answer	3	9.4
	Total Responses	32	100

Source: Questionnaire No. 17 (N=30)

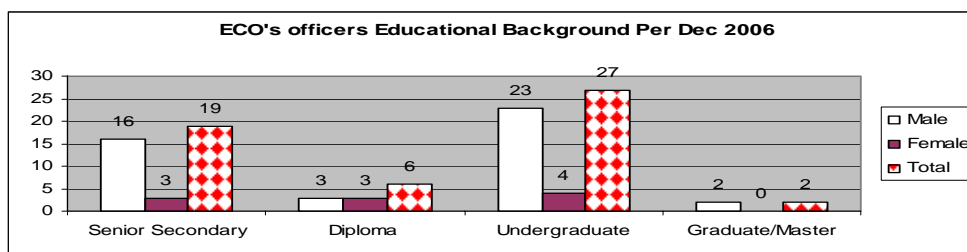
As showed in the table 4.4., 6 respondents think that women's needs and men's needs in education are just the same. The need for infrastructure and facilities for women, equal opportunities to access education, higher education, family support and funding may give signal that there are consideration that women face problems in accessing education. While knowledge to earn, to raise family, on health and reproduction as well as other knowledge needed by women may reflects practical needs of women in society.

The answers reveal that there is consideration among the respondents that gender biases exist in Bangka Belitung and that there are also biases in education in relation to gender. This consideration shows that there is still opportunity to create inspiration to the personnel in ECO to integrate gender issues and to promote gender equality in their tasks.

#### 4.3.1.3. Capacity

Davidson (2006) found that there are lacks of the capacities available to develop and implement plan. Herein, the educational background and gender training followed by the officers are studied. In ECO BBA, there is imbalance percentage of male and female officers. This is also the case regarding to the educational background of the officers as described in the following chart and table:

**Chart 4.4.: ECO's officers Educational Background per December 2006**



Source: Personnel sub-division of ECO BBA, 2007

**Table 4.5.: Percentage of educational background of officers in ECO BBA by gender per Dec 2006**

No	Educational Background	Male	Percentage	Female	Percentage
1	Senior High School	16	36.4 %	3	30 %
2	Diploma (D1 and D3)	3	6.8 %	3	30 %
3	Undergraduate (S1)	23	52.3 %	4	40 %
4	Graduate/ Master (S2)	2	4.5 %	0	0 %
	Total	44	100 %	10	100 %

Source: Personnel Subdivision of ECO BBA, 2007

Besides being outnumbered, female officer's percentage is smaller in higher educational background than male officer's is. 40 % of the total female officers had a degree from university (S1) and none had master degree. On the other hand, more than half of the male officers have degree from university, including those who have master degree.

Regarding gender training, out of 30 respondents there were only 6 people (20%) who had followed gender training/ socialization in which only 1 female officer had followed the socialization. From 6 officers that have followed gender training, 5 have degree from university, while 1 is a high school graduate. Actually, there were 2 other female officers who were usually sent to follow gender trainings, yet 1 in Culture department was on leave to pursue master degree, and 1 female officer in Extramural sub division, who was planned to handle gender projects in education, has been transferred to other province to follow her husband.

**Table 4.6.: Distribution of officers who have followed gender training/socialization in ECO BBA**

No	Divisions/Department	Gender Trained Officers	Remarks
1	Secretary	1	Only in Personnel and Planning
2	Primary Education	4	-
3	Higher Education	0	-
4	Extramural Education, Youth and Sport	1	Only in Extramural Education
5	Culture	-	Excluded
	Total	6	

Source: Questionnaire No. 11 (N=30)

Nevertheless, what have been learned in gender training or socialization as one of the instrument to mainstream gender is not applied when the officers formulate plan. As stated by one of the officer in planning sub-division who has followed gender training:

*"... [There is no staffs trained in gender analysis in planning sub division] Not in particular, Yes, [there is gender analysis training conducted by Social Welfare bureau] my colleague followed that, but he does not apply it... I still keep the knowledge [about gender mainstreaming] for my self (laugh)" (Interview, 29-8- 2007)*

#### **4.3.1.4. Gender Consultation**

The officers who have followed gender training are expected to be the source for information and consultation to mainstream gender within the institution. Among 6 officers who had followed gender training, only 1 officer who answered that he thought about gender issues in planning a program, while others did not. This is

confirmed with previous finding that despite officers has followed gender training, it is not a guarantee that he/she would apply what had been learned in the trainings.

The use of consultation to mainstream gender issues into education program planning in ECO is also low. Only 1 officer answered that he always made use of the GFP or a gender trained staff for consultation, while 8 respondents answered they made use of the consultation occasionally, and 21 answered never. What is also interesting is that, among 6 gender trained officers, only 2 of them who sometimes consult to other gender trained staffs (not to GFP) concerning the projects. This means that there is only little consultation concerning gender, conducted in ECO BBA.

**Table 4.7.: Respondents' answers on gender consultation in ECO BBA**

No	Do you consult the GFP or gender trained staffs concerning the projects you designed/planned?	Total	Percentage
1	Yes, Always	1	3.3 %
2	Yes, Sometimes	8	26.7 %
3	Never	21	70.0 %

Source: Questionnaires No. 25 (N=30)

#### **4.3.2. Commitment**

According to Davidson (1996) commitment is the essential basis for the plan to be able to be implemented. To achieve commitment to mainstream gender, cooperation is needed within the units in the organizations as well as the people working there, including the cooperation from the leaders. In this part, the commitment to mainstream gender in ECO will be studied through the existence of gender focal point and the commitment from the leaders in ECO to send the staffs to gender trainings.

##### **4.3.2.1. The Existence of Gender Focal Point (GFP)**

As previously explained that in ECO there has been gender focal point since 2003 whose task is to plan, coordinate, synchronize and implement gender mainstreaming in education sector. The existence of GFP is the form of commitment of provincial government to conduct gender mainstreaming, and the working units are supposed to recognize the existence of GFPs and committed to make use of the GFP that exist within each working unit. To find out whether ECO has acknowledged the GFP to perform gender mainstreaming, the respondents were asked whether or not they recognize the existence of GFP in ECO.

**Table 4.8: Respondents' answers on the existence of GFP in ECO**

No	Is there Gender Focal Point in this office?	Answer	Percentage
1	Yes	6	20 %
2	No	24	80 %

Source: Questionnaire No. 24 (N=30)

The research shows that only 6 out of 30 respondents who knew that there was a Gender Focal Point in the institution, and none of the six was gender trained. This



means that officers who had followed gender training did not know either if in ECO there had already been a GFP. What makes it even ironic is, none of the heads of departments in ECO and the head of ECO that was interviewed, except for the person assigned to be GFP, recognized there was a GFP in the office. This means that, despite there is the effort to conduct gender mainstreaming from higher authority, in this regard is the provincial government, the effort it self is not recognized internally in ECO, let alone ECO has committed to perform gender mainstreaming.

*“I do not know what gender focal point is. No, we do not have it. I’ll show you that in National Act of Education System, we do not need that”* (Interview with the head of ECO, 23-8-2007).

This also shows that there are communication problems within ECO in that information is not always shared among the staffs or departments. This communication problem may be caused by: a). instant judgement that the information is not considered important; b). poor archiving system; or c). reluctance to share data or information to other departments (observation, August-September 2007).

#### **4.3.2.2. Commitment to Send Officers to Gender Trainings/ Socializations**

Gender trainings or socializations are some of the ways to improve the capacity of officers in gender mainstreaming. The Social Welfare Bureau as the leading institution in provincial government had conducted 4 gender trainings and hold gender socialization annually since 2003, besides gender and family socializations conducted by other institution like Coordinating Board for Family Planning.

In ECO, the officers sent to gender trainings were mostly male officers, since there were mostly men in ECO and female officers are considered reluctant to follow the socializations/trainings (interview 4-9-2007). According to the Secretary of the Office, the invitation to attend gender socialization is usually forwarded to the head of personnel sub division with the consideration that the person is a senior officer who is expected to have more influence to other lower officers and could continue to disseminate what she already learned from the socialization. This reason is also rational since the head of personnel sub division relates very well to other young officers who consider her as confidante. It is observed that young officers in the office consulted their work and personal matters to her.

Officers in higher grades were reluctant to attend many socializations or trainings if the socializations or trainings were not compulsory to improve their grade/rank. When the secretary of the office gave the disposition to the head of personnel subdivision to attend gender socialization, she would forward the disposition to her staff instead of attending the socialization herself. The head of ECO himself does not think that his staffs were gender trained (interview 23 August, 2007).

*“...Even for gender programs, they [female officers] do not really like to follow them. For instance if there is socialization about health and reproduction by Coordinating Board for Family Planning and there has been disposition from the head of personnel to a female officer who is pregnant, she would try to avoid it. [Yet family planning is not only women issue]. Yes it is true, family planning is not only for women; men are also responsible. But I think, women should understand first, and then she can explain it to others, for instance her husband. [Why do not send male and female officer?]. Because it was stated in the letter, it only asked for one person. Actually, it was expected that the person sent is someone with higher position like the*

*head of personnel affair, so that she can persuade/explain her staffs afterward. Yet, she did not want to attend it and ask her subordinates to follow it.” (Interview, 4 September 2007)*

The commitment to send officers to follow gender training does exist if there are invitations to attend the occasion from other institution. Nevertheless, there is no initiative from officer in higher level to send more officers in ECO, despite the quota of the participants. The officers themselves are reluctant to attend the gender socializations or gender trainings for the socialization or trainings is not considered useful to improve their career, to compare it to compulsory trainings to hold certain position or increase the grade where officers should follow the selection and queue for their turn to join such kind of compulsory trainings.

### **4.3.3. Guidance**

Guidance is the way how the plan will be implemented in regards to the location, use, timing or other necessary guidance for development, and it is functioned by making use of information and coordination (Davidson, 1996). The guidance used in BBA provincial government may take forms of regulations from national government, policies from national government as well as the policies formed in provincial levels, and spoken order from someone with authority. In this part, the guidance to gender mainstreaming in ECO BBA is studied by observing the policies in provincial level and the actions taken.

#### **4.3.3.1. Policies to mainstream gender**

As previously explained, there are national regulations to mainstream gender that oblige provincial and local governments to incorporate gender into planning and implementation of development projects and programs. ECO BBA, as well as other institutions within the provincial government of BBA, should refer the regulations and policies issued by the national government and provincial government in its actions. As from what we have observed before, the objective and the structure of ECO is gender neutral. Therefore, the form of guidance necessary to be studied is the policies/regulations mainly used by ECO BBA.

##### *a). National Act of No 20 year 2003 Concerning National Education System (NES)*

NES is meant to be the commitment of the state to provide fair distribution of education to all of the people in Indonesia. It regulates the system of education by providing the principle of the implementation of education system in Indonesia.

The principle of education system in Indonesia is meant to be democratic and fair, indiscriminative, transparent, empowering and inclusive. The document clearly states the principle of indiscrimination in many parts. It also promotes special education for people with disabilities, citizens live in backward areas, traditional community (masyarakat adat) live in remote areas and citizen with special intelligence. There is nothing mentioned about special approach in relations to promote gender equality.

This Act has been the reference of ECO in BBA that education is meant for all, without discriminating any gender. It is translated as, specific program is not supposed to be in favour of certain gender, and it should be gender neutral to avoid discrimination.

b). *Strategic Planning Document 2002-2006*

ECO also refers to Strategic Planning Document 2002-2006 in formulating its plan and program. The document is basically the adaptation of national strategic plan, in which national and all provincial and local governments should coordinate their development programs. Before going further to the content of the document, it is important to understand that the document was formulated in the very beginning of BBA Provincial Government administration, when the resources in the new provincial government was very limited. The priority of the new provincial government that time was to form necessary minimum requirement for the new acknowledged provincial government to be functioned. This means, the priority was in establishing the administration and the apparatus of the new government, the funding and forming necessary documents.

The strategic issues incorporated in the document are the natural resources and environment issue, limited infrastructure and facilities issue and human resource issue, in which there is no single sentence written in this part that has specific word in relation to gender development.

In the statement of vision and mission of the provincial government, the sentences are also gender neutral, in which the vision and the mission is targeted the development to improve the current condition or status of the society in general.

**Box 4.2. The BBA Provincial Government 's Vision and Mission Statements**

Vision Statement:

To achieve prosperous “Negeri Serumpun Sebalai (the country of one family and one home)” through trustworthy government by improving the quality of the society and empowering all regional potential wisely and environmentally sustainable within the unitary state of Republic Indonesia.

Mission Statement:

1. To improve human resource quality in science and technology as well as religious faith in all community layers;
2. To provide and to improve infrastructure and facilities to instigate development implementation;
3. To improve the quality and the quantity of public service that is followed by clean & transparent governance;
4. To optimize the use of natural resources potential in the principles of sustainability and environmentally wise;
5. To improve conducive business climate and to develop entrepreneurship
6. To create conducive situation by conducting healthy political reformation;
7. To achieve wide, real and responsible local autonomy based on the mandate of society

Source: Strategic Planning Document 2002-2006

When it is translated to strategic goals, mission number one tried to incorporate gender issue by determining one of the targets as “*implementing activities that stimulate high working performance, healthy life consciousness, and future life consciousness by youth and women movement*”. Based on this, the programs formulated in provincial government are as a) to develop women empowerment policy; b) to improve community role and gender mainstreaming institution; c) to strengthen family planning institution and network; and d) to empower families.

In education sector, the target is to improve the quality in formal education and extramural education through policies to support the improvement of the

education quality. There is no specified program that targeted to improve woman school attainment or promote gender equality in education.

It is clear in the document that the provincial government still put the responsibility in gender mainstreaming to certain institution, in this regard, the task of social welfare bureau and community empowerment agency. In education sector, the focus is gender neutral and is not specifically addressed. Gender mainstreaming is seen as a specific program to be conducted by specific agency or institution, not as the process should be incorporated in all sectors by all government institutions.

*c). Development Plan 2005 – 2025*

Development plan 2005 – 2025 was formulated through many stages. One of the stages is studying the general condition of the area. In the part of demography and socio-culture condition and problem analysis, in which the gender problems most likely to discuss, there is nothing mentioned in the document about gender problem happened in the region except for the projection to decrease the infant and mother mortality rate. The social construction within society in relation to gender is not taken into account. Women and children is mostly the target of health sector.

The problem in education is identified as geographic problem that has potential to limit the access to education facilities. The achievement targeted in socio-culture condition which is related to gender, in the document it is specifically targeted to women, is the Program for Family Welfare Education (*Pendidikan Kesejahteraan Keluarga* or PKK), in which women are taught in domestic activities like cooking and flower arrangement. This is exactly what Moser (2005) and Daly (2005) means that there is contradiction between the goal of gender mainstreaming, whether it is for gender equality or for women empowerment. As claimed by Suryakusuma (1988) as state of *ibuisism*, which is the legacy of the New Order Regime in Indonesia to put women in domestic area.

There are two points that may be the potential in this document:

- a) It is already incorporate gender measurement in its indicator to development distribution, despite the fact that there is nothing mentioned specifically about gender mainstreaming in the 5 year development plan priorities. The indicators of development distribution are followed:

**Table 4.9.: Indicators used in Development Plan 2005 - 2025**

Indicator	Current Condition	2005-2012	2012-2017	2017-2022	2022-2025
1. Gender Development Index	42.7 (2002)	50	52	55	58
2. Gender Empowerment Measurement	38.9 (2002)	40	42	45	48
3. Pre-welfare Household	11.8 (2004)	10	9	8	7.5
4. Female worker ratio	31 (2002)	33	35	37	40
5. Women ratio in Parliament	4.4	7	10	15	25
6. Percentage of people without access to clean water	48.9 (2002)	45	40	37.5	35
7. Percentage of people can not access health facility	35.3 (2002)	30	27.5	25	22.5

- b) It states that one of the policy guidance to create fair distribution in the long term is by “*the development of women and children empowerment is targeted to improve the quality of life and the role of women; children welfare and protection in all development sectors; low number of violence, exploitation and discrimination against women and children; institutional and network strengthening of gender mainstreaming including the provision of gender data and statistic*”.

#### 4.3.3.2. Specific Action to mainstream gender

As previously studied, the applied policies functioned as guidance in ECO is considered, or translated by the people in ECO BBA, as gender neutral and indiscriminative, and the existence of GFP in ECO was not widely recognized. Nevertheless, there are officers who have followed gender training that may become sources for consultation. Since the role of a leader in an organization is crucial to generate the mechanism within an organization, it is also important to see if there are commands to conduct gender mainstreaming in ECO.

There is written guidance to conduct gender mainstreaming at the national level, as already mentioned before. At the Provincial level, there is also command to conduct gender mainstreaming through the issuance of a governor’s decree to form the Gender Focal Point. In ECO, to find whether or not the command exist the interview and questions were asked after the written command/guidance in the office level could not be found.

From the interviews, none of the interviewees admitted there was any order to incorporate gender issues in the programs or project, except two statements. One is from the head of primary education department who mentioned that his superior gave the order in relation to gender mainstreaming in the form of an oral command, yet he could not specify what was actually said. The other is the statement from the head of higher education that he asked his subordinates to priority girls for scholarship programs.

*“Directly, there is no special order. Yet as the head of this unit, I notice this matter, especially in scholarship programs.”* (Interview August 28, 2007)

From the questionnaire, the answer to the question is as followed:

**Table 4.10.: Response on guidance and specific command to employ gender analysis**

No	Has your superiors given you any guidance or specific command to employ gender analysis in project/program’s design/ or plan? (Specify if yes)	Total answer	%	Remark
1	Yes, (Specify)	11	36.7	Only 2 (6.7% of 30) respondents specify, while others can not specify clearly
2	No	19	63.3	

Source: Questionnaire No. 26 (N=30)

The specify answers came up from the questionnaire is: a) the superior ask the officer to consult women when he plans or designs a program/project and b) there is special order to consider gender in scholarship program. Nevertheless, the last answer is spurious since it is contradictive with the answer from the same person in the interview, in which he stated that his supervisor never gave him any order to conduct gender mainstreaming despite his order to his subordinates to put

attention in this. Other answers that can not specify the form of command are considered spurious.

The findings above show that there is very little command from the leaders to conduct gender mainstreaming within ECO, despite the fact that there are gender trained officer and there is GFP in the office, which is unfortunately not recognized.

#### **4.3.4. Control**

The implementation of the plan should be controlled, in which necessary changes might be needed. The implementation is focused on the execution of control and in the budget. In relation to gender mainstreaming, control will be studied to the role of GFP and the implementation of gender budget within ECO.

##### **4.3.4.1. Internal Responsibility to mainstream gender**

As previously explained that the role of GFP is to plan, to coordinate, to synchronize and to implement cross sectoral gender mainstreaming, in which GFP is responsible to monitor the implementation of gender mainstreaming in its unit. It is also clear that the existence of GFP in ECO is not well recognized and is not used by the officers within ECO for consultations. Nevertheless, it is affirmative to study what responsibilities have been taken by the GFP in ECO in this regard.

The GFP in ECO claimed that he has already informed his staffs and colleagues about gender issues, but he admitted that there is no consultation from the staffs and colleagues. This answer is also spurious, in which many officers in the office did not know the existence of GFP. Nevertheless, the GFP claimed that he conducted his role not structurally within the office, which means he consider himself as the person who responsible to disseminate information about gender issues in the technical operational units, but not as the person who can influence the plan and policy in the office let alone to apply stick and carrot to ensure that gender mainstreaming is conducted within the office.

*“Well, I’ve informed it but not structurally. At least, in a year we have to conduct 2 planning sessions in particular and to evaluate what have been conducted functionally in ECOs in municipality/ regencies. We see in the field, gender problems happen to those who are not in school age. We do not want any gender biased happen in our program, and I think my colleagues understand that. But, maybe in subdistrict level it is not yet recognized, while they are the closest one to the community...No, they do not consult me even though I have given them explanation, because the one who will execute the program will be in the lower level. But it is true that they never report”.* (Interview 5 September 2007)

The responses of the officers when being asked if the project/ programs are not gender sensitive are as in the table followed:

**Table 4.11.: Response on superior acts to check sensitive projects/programs**

No	What your superior does when he/she found that the project/program is not gender sensitive?	Total Answer	%	Remarks
1	Revise the project/programs	8	26.7%	3 answers are spurious (1)*
2	Consult the GFP or gender trained staff	7	23.3%	4 answers are spurious (1)* other answers are spurious (2)**
3	He/She never checks gender dimension in the projects/programs	13	43.3%	
4	Others (please specify)	2	6.7%	All projects are gender sensitive

Source: Questionnaire No. 27 (N=30)

\* The answer is spurious since when it is confronted to the answer if his/her superior gave special order to employ gender analysis, the same respondent answered their superior did not gave the guidance or order.

\*\* The answer is spurious since the GFP admitted that there is no consultation made.

From the tabulation, it is also showed that there is only little effort being done when the project is not gender sensitive.

It is admitted by the GFP that he could not work alone. He was supposed to be supported by other partners in this regard he pointed a local college that was assigned to conduct a policy study in education, and he faced difficulty to conduct his task as GFP for his staff, which he considered competence to help him, is transferred to other province. In this part, we may conclude that the internal responsibility to conduct gender mainstreaming in ECO is still low, despite there is chance that this internal responsibility can be increased by promoting the role of GFP and its existence in the office.

#### **4.3.4.2. Ensuring gender sensitive programs/projects**

One of the ways to control gender mainstreaming in ECO is by ensuring that the programs and the projects are gender sensitive. It is clear that the role of GFP in ECO is not significant and the use of consultation to gender mainstreaming is very low in ECO. Nevertheless, there is obligation to provincial government to conduct gender budget in Presidential Instruction no 9 year 2000 concerning Gender Mainstreaming in National Development and Ministerial Decree no 132 year 2003 concerning General Guidelines for the Implementation of Gender Mainstreaming in Local Development.

Herein, the projects and the programs with an approach to give attention to specific gender program had not yet happened in ECO, except for 1 project in policy study conducted by the local college in 2005, funded by 2005 National Budget Allocation (APBN) that spent 60.000.000 Indonesia rupiah.

The problem is that the project is placed under extramural education department; while the workload in this department is considered heavy by the staffs. In this sub-department there were only 4 officers and when the research conducted there were only 3 because 1 female officer was transferred. It is also admitted by one of the staff that they still do not have a competence personnel to conduct gender projects, and the concept they plan for the next gender project is by determining the beneficiaries of the project into balance gender proportion.

*“...It was a pity that in 2005, the gender project was handed to Polman (-- the local college) and there is no report from them to us, because there is no one here who is particularly assigned to handle gender projects. Yet, we have thought about that, and that is why in 2007 there is special allocation for project on women education. Well, we do not really know about others because I think there is also gender project in social welfare, health, but this is specifically for education ... Mr. Budi will handle the project from APBN in 2007, while actually it should have handled by her, because Mr. Budi himself has heavy workload. But we will conduct it, yet we need time ... Nevertheless, this project is still a concept. This means we are still left behind, right? Well, our plan is that later we will make it into 50 – 50 proportion. So, later we can find what the problems are in the projects. We are afraid that when women can follow the project, but the men can not and vice versa.” (Interview, 21 September 2007)*

## **4.4. Planning System**

Within the planning system, there are three major stages, which are the collection and analysis to find the problems and potential, decision making to determine the alternatives to be implemented and the application and evaluation of the plan after the implementation. In this section, the three stages are studied in relation to gender mainstreaming.

### **4.4.1. Collection and Analysis**

#### **4.4.1.1. Segregated Data**

The variables to find whether collection and analysis process in ECO is already gender sensitive are in the segregated data. The findings in ECO in this regard are as followed:

- a. The planning subdivision is responsible to collect the data in the form of statistic and process them to be used by itself or by other departments as well as by other agencies or offices;
- b. The data is collected through compiling the data in technical operational units in municipality and districts;
- c. Some data are already disaggregated by gender;

Interestingly is that in ECO BBA, the fact that there is gap in the index of gender attainment in the statistic issued by the Statistic Bureau is not acknowledged valid by the head of ECO and they are very proud of the achievement in Education Participation Figure (APK), yet the APK in this regard is the one that is yet to be disaggregated.

*“I do not believe the statistic 100%. See the composition of the population, how many men and how many women are in this province. There are more women [statistics shows the men are slightly more than women]. How many boys and girls are there? There are more girls. There are more female schoolchildren. From the aspect of capacity, girls have better grades. From the teacher side, there are more female teachers. If it is said that there have been little attention put to women, it may be happen in other place, but not in education sector. Our education world is not like that. Even until to undergraduate students, there are more female undergraduate students and the cleverer one are those female students. Maybe the low index was caused by other sector, not in education. I do not agree on that statistics”. (Interview, 23 August 2007)*



#### 4.4.1.2. Gender assessment/ analysis

From the observation and the interview with the staff in planning sub-division, the analysis of the data to be used in the plan is conducted by the departments in ECO or other offices that will propose the plan or project.

Previously, the research found that there is little command from the superiors to perform gender analysis. When the officers are questioned whether or not they consider gender issues/problems when they plan the programs, the tabulation of responses is as followed:

**Table 4.12.: Respondent's answers on consideration to address gender issues/problems in the plan**

No	Do you consider gender issues/problems when you plan a program/project? Specify if it is yes	Total answer	%
1	Yes	6	20 %
2	No	24	80 %

Source: Questionnaire No. 16 (N=30)

The considerations specified are as followed:

- Equal opportunity (1 answer);
- Physical capability (2 answers);
- Education and skilled that can be accessed by men and women (1 answer);
- Volume, objective, the budget, and time frame of the project (1 answer);
- Policy applied (1 answer).

Out of 6 respondents who answered that gender analysis is conducted, there is only 1 respondent shows consistency in his answers in that he is a gender trained staff and he thinks about gender issues in education program planning. This means that there is only little gender analysis conducted in the planning process in ECO.

#### 4.4.2. Decision Making

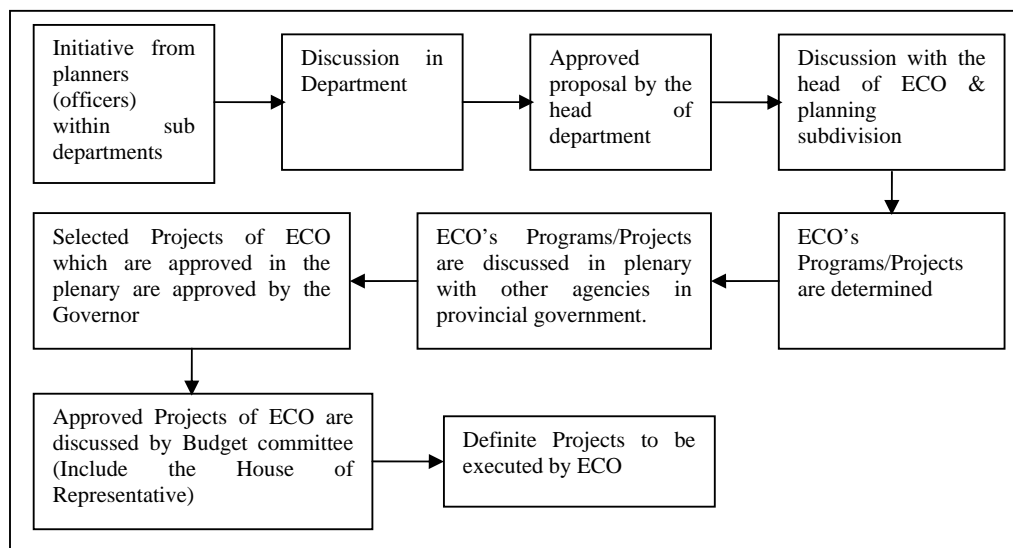
The decision making in a planning system is the stage when the alternatives are chosen to be implemented. In this stage, we should observe the planning stage within the ECO where an initiative is transformed into a project or program, and what are the objectives of the projects approved that have been incorporate gender issues/problems.

##### 4.4.2.1. Planning Stages

Within the ECO, the plans are proposed by the officers in ECO, whether it is from the officer him/herself or by the order of his/her superior. The plan should be approved by someone in charge within the units to be proposed to the higher level. The plan proposed in ECO is subjected to be approved by the head of ECO before it is proposed to the provincial level.

In linear chart, the stage of which an initiative is transformed into a project is described be as followed:

**Figure 4.1.: Planning chart flow in ECO**



In the stages, the external environment can influence the plan are other institutions like the Governor and other offices, and agencies like Regional Development Planning Agency (BAPPEDA). There is also the political process, when the plan is discussed with the members of the House of Representative, in which a plan is politically assed by the legislative body.

The question come up then is whether or not there is potential that the existing procedure may generate a plan is gender responsive. As we noticed that there is no adequate human resource to conduct gender mainstreaming in ECO, in which there is wide gap in gender composition within the personnel in ECO as well as the invalid function of GFP, and the plans approved in ECO are mostly gender neutral.

The external environment to support gender mainstreaming itself did not sufficiently exist in the level of provincial discussion. There the examiners also suffered similar like in ECO of inadequate capacity to mainstream gender in the discussion. Nevertheless, as admitted by the officer in Social Welfare Bureau, currently the Regional Development Planning Agency started to incorporate gender programs by allocating more budgets to specific programs to gender mainstreaming. It is also confirmed in the interview with the head of Regional Development Planning Agency who said that gender specific programs are necessary to create the environment to achieve gender equality (Interview, August 29, 2007). However, the plan can not be smoothly approved when it is discussed in the House of Representatives. According to the officer in Social Welfare Bureau, the members of the House of Representatives are not very sensitive toward gender mainstreaming therefore they do not see the projects as good efforts to achieve gender equality and to improve the life of the women

*“...it is difficult when we have to get the approval from the House of Representatives. Their comment is like this “what do actually the women want?” when we proposed our plan for gender projects. But thank God we are supported by the Regional Development Planning Agency (BAPPEDA) that our gender projects are approved” (Interview, 20 August 2007).*

#### 4.4.2.2. Programs and Project's Objective

As previously explained, there is no specific gender project in ECO except for a policy study conducted in 2005 by the local college funded by National Budget Allocation. To understand whether or not gender mainstreaming is conducted in ECO, the program and the projects' objective are also studied.

Analyzing the education programs in strategic planning documents, there is no program that specifically addresses the gender equality aspect. All the programs are meant to be gender neutral. The programs are conducted in the development of formal education, secondary education, higher education, the synchronization and coordination of national education, extraordinary education and extramural education (Renstra, 2002 – 2006).

Observing the project objectives conducted in ECO, it is obvious that the projects were also gender neutral. From the year 2002 – 2006, the projects objective in ECO funded by Provincial Budget Allocation are not gender sensitive and were determined neutral, and the output indicators are not specified by gender either.

#### 4.4.3. Application and Evaluation

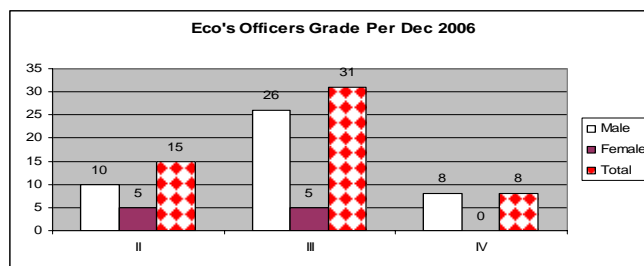
The last stage which is not the very end of the planning cycle is the application and the evaluation of the implemented plan. The evaluation of the implemented project is meant used for the next planning. In this part, the implementation of the plan will be observed from the project leaders and the evaluation of the project conducted in ECO.

##### 4.4.3.1. Project Leaders

Chart 4.7. shows that in 2006 there are only 5 female officers in ECO that have the right to be assigned as project leaders. Among those female officers, only 4 are allowed to be project leaders since 1 female officer is assigned as the head of finance division in which she is not allowed to be a project leader. Within the department that conduct education projects in which culture department is excluded, there are only 2 female officers could be assigned as the project leaders.

Observing the names of the project leaders in education programs conducted by ECO, only 2 female officers in ECO that were assigned as project leaders. However, both were the staff members of Culture Department. As admitted by the female officer in Extramural education, she has never assigned as the leader of the projects funded by Provincial Budget (APBD). However, she has always been assigned as the leader for projects funded by National Budget Allocation (APBN).

Chart 4.6. ECO's Officers' Grade per Dec 2006



“...Every year, thank God, I am always entrusted to be project leader for APBN, but never for APBD” (Interview, 21-9-2007).

Source: ECO's Personnel Sub-Division, 2007.

However, the questionnaires revealed that none of the female officers conducted any gender analysis, despite the fact that they have opportunities to do that and to insert their experience and opinion as women. Their opportunities lie on their office activities that are high as well as their heavy workload, and they are considered as potential staffs. On the other hand, among the gender trained officers who are allowed to be the project leader, only one that claimed he considers gender issues in the project design/plan.

#### **4.4.3.2. Project Evaluation**

The result of project evaluations will be the data to be used in the next planning. In this part, the subjects to be discussed are how the project is evaluated, the form of the report, the use of the data for the next planning and whether or not there is evaluation in gender mainstreaming.

The projects conducted in provincial government, including those that are conducted by ECO, are evaluated by Regional Development Planning Agency and Economic and Development Bureau. Nevertheless, the project management also evaluates the project for the purpose of monitoring and reporting the responsibilities in project implementation as well as the money spent.

The points evaluated in the projects are whether or not the target achieved as it is planned, and the budget realization of the project. In this regard, the evaluation will be based on the term of references of the project. As previously noted, the targets set for the projects in ECO are not specified by gender. This means, the evaluation will not see whether or not gender issues are incorporated.

This also means that there is no point to see whether or not there is evaluation in gender mainstreaming, since it is never conducted by the bureau or agency responsible to do that, by the project management and neither by the GFP.

The study on education policy conducted in 2005 should have been the input for the next planning. Unfortunately, ECO itself never uses the result of the study. When I tried to get hold of copies of the policy study, surprisingly ECO did not have any copy of it. The reason behind this, as admitted by the officer, is that the person who has the report is already transferred and nobody in the office has any initiative to find the report, let alone to use it. I finally found the copy from the institution conducted the policy study directly.

As observed here, there is no gender evaluation conducted in ECO and the potential resource to be the input in the analysis of education problems in BBA through the policy study was also failed to be used by the organization. It is caused not only by bad archiving system in the office, but also because there is no initiative to develop sufficient tool in evaluating the projects in ECO, as well as in other offices in provincial government, that will support gender mainstreaming.

### **4.5. Other Findings**

Besides the study conducted based on the conceptual framework built in chapter 3, there are other findings that are relevant to describe the potential of gender mainstreaming in ECO.

The common finding typically found in many studies on gender is that there is a cultural background that places a particular gender in a more dominant position

and benefits the development more. This social construction is commonly reproduced in the public administration.

What I found interesting and illustrative of the importance given to gender mainstreaming in the research is that the GFP officer in ECO, as he admitted in the questionnaire, is not gender trained. Therefore, it is not a big surprise that the role of GFP is very little. The conception about what should be done and achieved by conducting gender mainstreaming is merely the definition from someone who has never been trained to conduct gender analysis. However, the GFP person is in the strategic position to conduct gender mainstreaming since his work is concerning the program in extramural education, where in the national level this department is also the leading sector to gender mainstreaming in education.

The other finding, which is commonly found in other offices in provincial government of BBA as well, is that the work environment is not supportive to women. As what I experienced when conducting the interview in ECO, the sexist jokes were commonly spoken by male officers there. The intensity is somehow light, but particular officers made sexist jokes openly which directly focused on the physical or biological aspect. The female officer interviewed there admitted that it is considered as casual behaviour in the office.

*“...Yes [I often face sexist joke]. Sometimes I just reply the joke. The most important thing is that I can not lose, because if you can not reply the joke, you will always be the target of those people [who make the jokes]. But they only say it; it is only on their mouth [means that it is not continue to physical action]. They never do more than that.” (Interview 19 September 2007).*

Last but not least, as Davidson (2006) said that capacity building is necessary to secure the plan in which innovation is important; I have to address my view to the education at schools. As I experienced when I was a student in planning school, there is insufficient attention paid to gender issues in the planning school. I believe it also occurs in other schools and different majors; nevertheless the study on the curriculum at planning schools as well as at other schools is not incorporated in this research due to limited time. If this is really the case, then we should see that there is vicious circle in Indonesian education system which hurdles the effort to achieve gender equality. Therefore, as what Greed (1994) claimed that planning schools do not incorporate women and result to many development planners are not gender sensitive is not without reason.

As sum up, the research results show that the tasks in ECO are conducted in gender neutral approach and there is still an imbalance number of male and female staff as well as that in strategic positions that are required to incorporate gender equity within ECO. The research also found that the perspectives of the people working in ECO are gender neutral. However, growing inspiration is potential in ECO to incorporate gender issues as the officers recognized different gender needs in education. The research also discovered that gender mainstreaming is poorly performed in the planning system in ECO. This occurs as the result of lack of capability and little political willingness in ECO as well as in the external environment to perform gender mainstreaming.

## **Chapter 5: Conclusions and Recommendations**

### **5.1. Conclusions**

Gender mainstreaming is a strategy to incorporate gender concerns into planning as well as an ongoing process to achieve gender equality and gender empowerment. In this regard, gender mainstreaming is considered as a mean, not as the goal. Gender mainstreaming is also considered important to enhance in good governance, in that gender mainstreaming requires gender participation as well as accountability in public administration. Gender mainstreaming has also been an international agenda, as well as a national agenda, that requires government institutions to put commitment in performing this strategy.

Because the nature of women subordination is mostly apparent in many parts of the world and the fact that women are likely to be the worst off layer of the poor; the concern of gender mainstreaming is mostly paid to women, despite the fact that men are not immune to gender inequality and discrimination either.

One of the strategic efforts to change the social status in the society is by improving education of women and men. The efforts are especially important for Bangka Belitung Province in that statistically there has been an imbalance in education attainment of men and women there. Therefore, the Provincial Government of Bangka Belitung Archipelago, as the unit in Indonesia government signing the commitment to perform gender mainstreaming, has given efforts to perform gender mainstreaming.

This research aims to assess the potential of gender mainstreaming in education planning conducted by Education and Cultural Regional Office (ECO), as one of the working units of Provincial Government of Bangka Belitung Archipelago, by studying the constraints, opportunities and the challenges to perform gender mainstreaming within ECO, in order to see the opportunities and possible solution to the constraints in performing gender mainstreaming in ECO. The research tries to answers 3 questions, which are:

1. How are the tasks within ECO conducted in relations to gender mainstreaming?
2. What are the perspectives of people working in ECO toward gender mainstreaming that may influence on how plan will be conducted?
3. How is gender mainstreaming conducted in the planning system within ECO?

The research is conducted by desk study, in-depth interviews to 10 officers in ECO and 2 officers in relevant working units within Provincial Government of BBA, questionnaires to interview 30 respondents in ECO, as well as participatory observation. By qualitative analysis, the study concludes 3 following points:

#### **5.1.1. Gender Mainstreaming in the Tasks within ECO**

The objectives of organization, the structure and the hierarchy, as the people working for it, determine the success of an organization in accomplishing its missions. These 3 components relate to each other to create the dynamic within the organization.

The study found that the dynamic and the task conducted in Education and Culture Regional Office (ECO) of Bangka Belitung is considered gender neutral in which the objectives of ECO to provide education for all are translated as gender neutral. This has been the principles of the ECO that benefiting certain gender is not following the policy to be indiscriminate. As Moser noted (1993, p. 138) that bureaucratic structure often act as problems to conduct gender planning, this is also the case in ECO in which women experience is not addressed in the neutral objective of ECO and imbalance structure where women are outnumbered.

### **5.1.2. The Personnel's Perspective in ECO toward Gender Mainstreaming**

Planning supposedly consists of sets of rational activities and procedures. Nevertheless planning is not value free and it is influenced by external factors. As Friedman (1987) noted that planning is a social learning and praxis, it is built "from knowledge to action". Therefore, the value adhered by the planners is also the aspect that influence planning process as well as the formulated plan. Regarding the knowledge, Davidson (2006) stresses the importance to build the capacity of the planners in formulating plan as well as in performing other tasks.

Regarding gender mainstreaming as the strategy in planning, the research found that the personnel in ECO considered that the current condition is already ideal and there is little awareness about what gender equality really means, which is important to built the importance of gender mainstreaming, despite realization that there is gender inequity happened in education. The capacity of the planners in ECO to conduct gender sensitive planning is also insufficient. These have created blockade in which there is little inspiration and commitment to conduct gender analysis during the planning process within the organization of ECO.

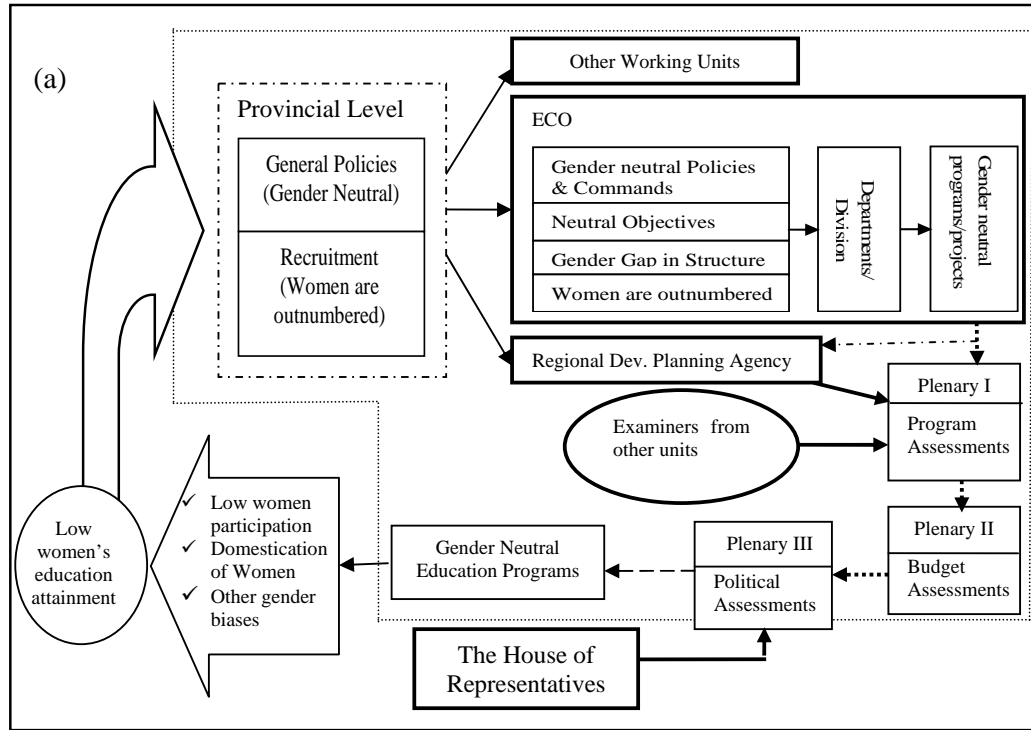
### **5.1.3. Gender Mainstreaming in the Planning System within ECO**

In procedural planning, there are 3 main activities conducted and created a planning circle. The activities are data collection and analysis, decision making and the application and evaluation. However, as previously noted by Thomas (1982) and there are external environments that may influence the activities. Davidson (1996) noticed 4 means by which plans can influence the development taking place, which are inspiration, commitment, guidance and control.

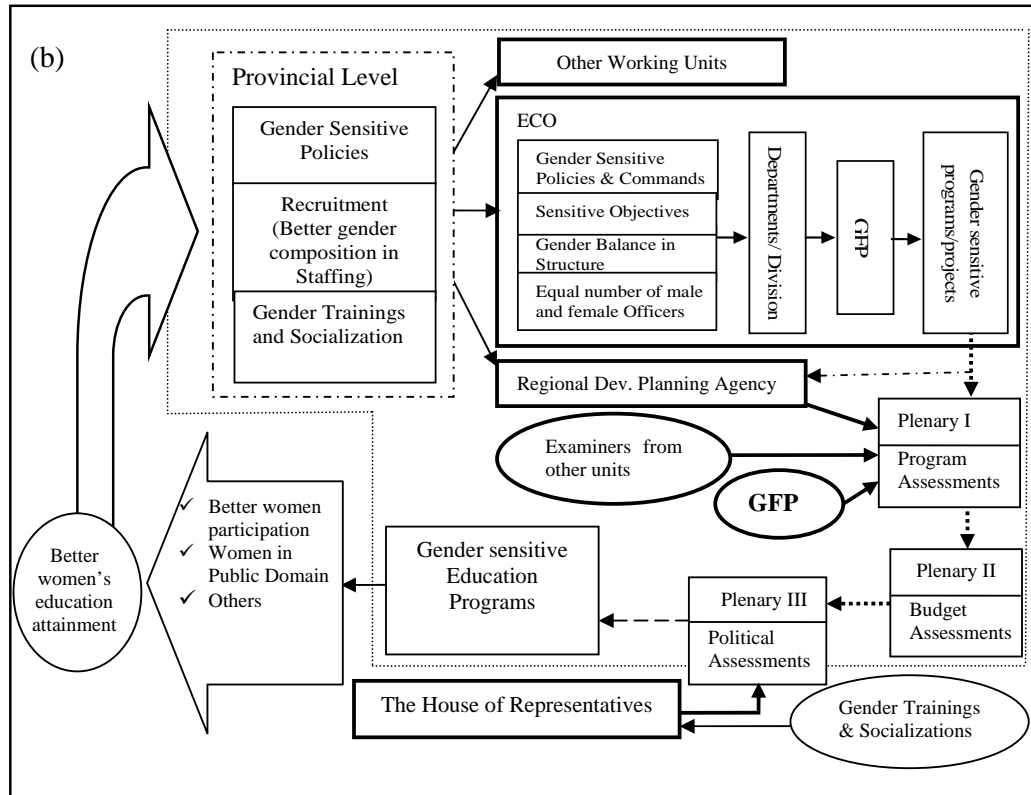
The research concludes that gender mainstreaming is poorly conducted in the planning system within ECO. This is caused by the facts that there is little inspiration, commitment, guidance as well as control in conducting gender analysis and the use of disaggregated data in the process of collection and analysis. There is little attention paid to incorporate gender into education development programs/ projects. The budget allocated to conduct specific gender programs in education is less than 5% as mandated in the regulation. Gender mainstreaming is also failed to be controlled and evaluated by the organization, and this can not contribute to the next planning stage.

Following figures are a scenario that describes the current situation in education development planning in BBA, because of gender neutral process (a), and a scenario that may describe the situation when gender mainstreaming is conducted (b).

**Figure 5.1. Current gender mainstreaming scenario on education development planning system**



**Figure 5.2.: Potential gender mainstreaming scenario on education development planning system**





However, the scope of this research is not intended to answer further questions that may arise, in that it leaves question like why gender trainings, which are considered important in gender mainstreaming, do not give the desired result in building the capacity of the planners. This research does not address the discourse whether gender specialist should be embedded in an organization, or formed as separated organization, or should be in both embedded and separated organization. This research also suggested other research study to prove whether or not planning schools in Indonesia have addressed gender issues in the curriculum so that new recruited planners in government institutions are more gender sensitive.

## **5.2. Mapping the Constraints, Opportunities and Challenges of Gender mainstreaming in ECO**

After studying the variables, the constraints, opportunities and challenges identified can be categorized as followed:

### *Constraints:*

1. Patriarchal socio culture in BBA is considered as normal practice and has influence personnel and organization mechanism;
2. Prejudice that gender programs are merely a women movement to challenge the men, despite the fact it should be admitted that gender mainstreaming will challenge the existing power relation;
3. Little acknowledgement from ECO's high officers that there are gender problems occurring in education in BBA. The problems should be addressed in education data collection and analysis within the planning process;
4. Internal communication interference in ECO that was caused by instant judgment on the importance of information, bad archiving management and reluctance to share information to other departments or offices.
5. Personnel recruitment in provincial level has produced the imbalance gap between the number of female and male government officers;
6. Personnel system which is hold by provincial personnel bureau may expose ECO's vulnerability to built capacity in gender mainstreaming.
7. Lack of inspiration and personnel capacity to conduct gender mainstreaming;
8. General policies and regulations, both from national government and those that are produced in provincial level, are gender neutral;
9. Existing planning system has yet clearly to define the possible intervention to incorporate gender mainstreaming within the process;
10. Failure in controlling the gender mainstreaming process within ECO and in provincial level.

### *Opportunities:*

1. There have been gender trainings conducted by other bureau within Provincial Government;
2. Long term planning document incorporating gender measurements;

3. There have been gender trained personnel, despite the fact that they are limited in number and they still have not been functioned for consultation;
4. There have been a GFP within ECO in which education is considered as an important entry point to achieve equality;
5. Strategic function of ECO in which extramural education department has been the unit acknowledged as the leading sector to improve gender equality by the national government

*Challenges:*

1. The obligation to spend at least 5% of the total budget on gender mainstreaming;
2. To create effective mechanism in which gender analysis is affirmative in formulating plan and policies;
3. To improve the capacity of personnel as well as the organization to perform gender mainstreaming;
4. To strengthen the bargaining position with the House of Representatives that will require government officers to build their capacity as well as the need to build awareness in the House of Representatives on the gender inequalities exist in BBA;
5. To include gender equality agenda in the curriculum of schools.

## **5.2. Recommendations**

There are four recommendations can be implemented to enable gender mainstreaming in government organizations like in Education and Culture Regional Office of Bangka Belitung, and put the agenda of gender equality in development programs. The first is in building the capacity of the personnel in gender mainstreaming by making use of compulsory trainings, which are taken by officers as the requirements to increase their career. When a new officer is recruited, she/he must follow a compulsory training. Officers who are going to be stationed in every level of position must also take several levels of compulsory trainings. The curricula of the training should embrace the ideas about gender equality and the importance of gender mainstreaming in government projects/programs as well as in the running procedures within the government organizations. The expected result of this is that there is growing awareness in government officers about gender inequality happened around them, or in the minimum it will create discourse among the officers about the current social construction happen around them in relation to gender inequality.

The second recommendation is by continuing gender trainings for officers with the priority to train officers in strategic positions. The existing gender trainings, despite the purpose is to build the capacity of government officials in gender analysis, do not give a powerful impact because they are followed by low rank officers, who will need time to have important influence in decision making. On the other hand, the gender training should be experienced by every government official to achieve common vision on gender mainstreaming.

The third is by creating enabling mechanism for gender mainstreaming in the planning process. What is currently practiced is that in the planning process, when an initiative should pass many stages before it becomes and approved plan to be implemented, the stage where a plan or proposal should be examined in relation to its responsiveness to support gender equality does not exist. To create this stage, the role of gender focal point is strategic in that GFP will act as examiners of the plan. The examination of the plan may be placed in every working unit within government organizations when the plenary session to propose the plan is conducted annually. The members of GFP should also act as one of the examiners in provincial level when the development project proposals from the offices and agencies are discussed.

Last but not least, it is affirmative to give necessary authority to gender focal point to conduct its task by allowing GFP to employ stick and carrot mechanism. This means, GFP should evaluate the plan, and have the authority to determine whether a plan is merit to proceed to next stage. If gender focal point does not have the authority to do that, this institution can only act as lame duck and will not benefit the purpose of its creation.

As the final remark, I dare conclude that what happened in ECO and the complexity to conduct gender mainstreaming is not a single case within provincial government of BBA. In fact, gender biases occur in other institutions within Provincial Government of BBA as well as in government institutions in different levels. Therefore, to perform good governance and to achieve gender equality, gender mainstreaming should not be considered as a goal, but conducted as an ongoing process.

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- Undang Undang No. 20/ 2003 Tentang Sistem Pendidikan Nasional(*National Act of No 20 year 2003 Concerning National Education System* )
- Rencana Pembangunan Jangka Menengah Daerah (RPJMD) Provinsi Kepulauan Bangka Belitung 2005 – 2025 (*Bangka Belitung Archipelago Development Plan 2005 -2025*)
- Profil Gender Provinsi Kepulauan Bangka Belitung 2005 (*Bangka Belitung Gender Profile 2005*)
- Bangka Belitung Dalam Angka 2006 (*Bangka Belitung in Figure 2006*)
- SK Gubernur Kepulauan Bangka Belitung No. 188.44/66/IV/2003 tentang Tim Pocal Point Pengarusutamaan Gender (PUG) Provinsi Kepulauan Bangka Belitung (*Governor Decree no 188.44/66/IV/2003 concerning Gender Focal Point of Bangka Belitung Archipelago Province*)
- SK Gubernur Kepulauan Bangka Belitung No. 188.44/225/IV/2007 tentang Pembentukan Kelompok Kerja Forum Peningkatan Kualitas Hidup Perempuan Provinsi Kepulauan Bangka Belitung Tahun 2007 (*Governor Decree no 188.44/225/IV/2007 concerning The Task Force for Improving the Women's Quality of Life 2007*)
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**URL:**

Provincial Government of Bangka Belitung Official Website at:  
<http://www.bangkabelitungprov.go.id/>

## Annex 1: List of Interview

*This list of interview is my thesis research instrument on Challenges, Constraints and Opportunities in Gender Mainstreaming in Education Planning (Case of Education and Culture Regional Office of Bangka Belitung Archipelago Province). The time scope is 2003 – present.*

*All information will be analyzed collectively and treated confidentially only for academic purpose*

Name of Interviewee : \_\_\_\_\_  
Gender : \_\_\_\_\_  
Position in the organization : \_\_\_\_\_  
Time Tenure in the organization : \_\_\_\_\_  
Division : \_\_\_\_\_  
Address : \_\_\_\_\_  
Date and time of interview : \_\_\_\_\_

### **I. Gender Issues in Education**

1. What do you think as the main causes of low gender index development in BBI Province?
2. Please explain why gender index in education attainment happened in BBI Province is low since 2002 until now?
3. What are the important things to do to deal with the low gender education attainment?
4. Do you think it is important to formulate special policies to improve gender education attainment? Why?

### **II. Comprehension on Gender Mainstreaming**

1. What does gender mainstreaming mean to you?
2. What is the purpose of gender mainstreaming in development programs?
3. What does gender equality mean to you?
4. Do you think cultural setting on gender should be addressed in development programs? Why?
5. What do gender responsive programs mean to you?

### **III. Actions taken and Indicators used to address gender into education program planning**

1. Do you think that the objectives of projects planned have reflected women's need (in accessing education projects)? Why?
2. What are the indicators used by your working unit to determine the project has reflected women's need?
3. Has gender responsive budget been employed by your working unit in designing project funding?
4. Has gender focal point existed in your working unit? Does it work?
5. Are planners in your working unit gender-trained? Do they use gender analyzes in designing project plan?
6. Could you explain the procedures in proposing project plans?
7. What are the policies given by your superior to employ gender mainstreaming in your working unit?
8. How do you address the policies given by your superior concerning gender responsive projects?

**Annex 2: Questionnaire**

*This questionnaire is my thesis research instrument on Challenges, Constraints and Opportunities in Gender Mainstreaming in Education Planning (Case of Education and Culture Regional Office of Bangka Belitung Archipelago Province). The time scope is 2003 – present.*

*All information will be analyzed collectively and treated confidentially only for academic purpose*

**How to fill in?**

Please tick (✓) the box, circle the letter (O) on your answer and write your answer on the space given.

Example:

a. Filling in the answer on the box for close question:

I.2. Gender : Female  Male

b. Circling the letter on close or semi open questions:

V.25. Do you consult the project designed to the Gender Focal Point or to gender-trained officers?

- a. Yes, always
- b. Yes, sometimes
- c. Never

c. Answering open question:

I.1. Address : Jl. Mantri Urip 120 Panghalpinang

**I. Respondent's profile**

- 1. Address : \_\_\_\_\_
- 2. Gender : Female  / Male
- 3. Date of Birth : \_\_\_\_\_
- 4. Place of Birth : \_\_\_\_\_
- 5. Religion : \_\_\_\_\_
- 6. Working Unit/ Division : \_\_\_\_\_
- 7. Position Level : \_\_\_\_\_
- 8. Structural Post : \_\_\_\_\_
- 9. Length of time working as government official : \_\_\_\_\_
- 10. Length of time working in Current Working Unit : \_\_\_\_\_
- 11. Length of time working in current position : \_\_\_\_\_
- 12. Highest Education : \_\_\_\_\_



## II. Knowledge on Gender Issues

1. Do you know what gender means?
  - a. Yes  
.....(specify)
  - b. No
2. Is it important to improve the life quality of women in BBA Province?
  - a. Yes
  - b. NoPlease explain the reason of your answer:  
.....
3. What gender problems do you recognize in BBA? (You may answer more than one)
  - a. Access to public facilities
  - b. Problems with law bias
  - c. Access to job opportunities
  - d. Others:  
.....(specify)
4. Do you think that women face constraints to achieve higher education?  
Patriarchal society
  - a. Yes
  - b. No
5. Do you think that the community around you generally prioritizes men over women to have education?
  - a. Yes
  - b. No
6. Do you think that the people in Bangka Belitung generally prioritize men over women to have education?
  - a. Yes
  - b. No
7. Do you think the Provincial Government has given adequate support for women to access education? Why?
  - a. Yes
  - c. NoBecause .....

## III. Perception on Gender Equality

8. What is gender equality? (You may answer more than one)
  - a. Women are able to do what men can do
  - b. Women are acknowledged capable to be leaders
  - c. Women and men have equal opportunities in society
  - d. Others: .....(specify)
9. Do you agree that gender equality should be achieved?
  - a. Yes
  - b. NoPlease explain the reason of your answer:  
.....
10. Do you think all development projects should consider different needs between women and men?
  - a. Yes
  - b. NoPlease explain the reason of your answer: .....



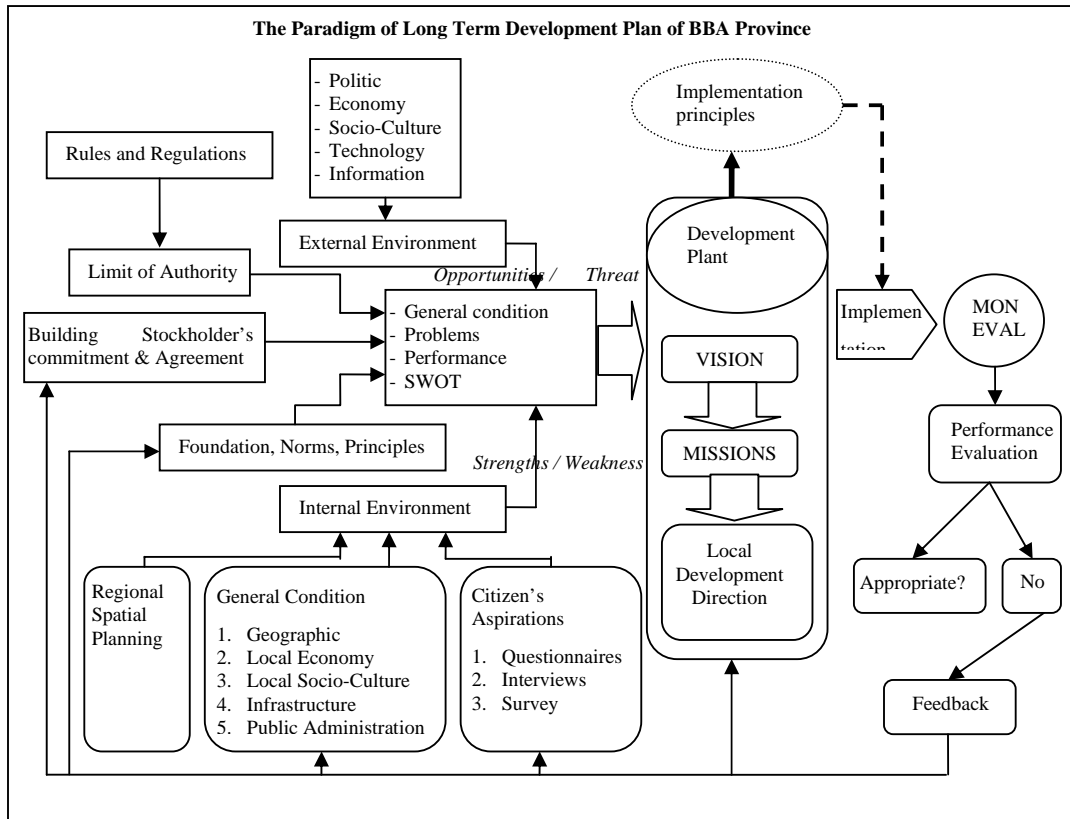
22. Do you see/ experience constraints that female officers face who are involved in the planning?
  - a. Yes (Please specify the constraints).....
  - b. No
23. Do you consider gender impacts on projects you planned?
  - Yes (Please specify the impacts).....
  - a. Not in particular.....
24. Is there Gender Focal Point in this office?
  - a. Yes, there is
  - b. No, there is not
25. Do you consult the project designed to the Gender Focal Point or to gender-trained officers?
  - a. Yes, always
  - b. Yes, sometimes
  - c. Never
26. Has your superiors given you any guidance or specific command to employ gender analysis in project/program's design/ or plan?
  - a. Yes (Please specify the direction)
 

.....
  - b. No
27. What does your superior do when he/she examines that one project is not gender sensitive?
  - a. Revises the project planned
  - b. Consults gender focal point / gender trained personnel
  - c. He/she never examines gender dimension in project
  - d. Others
 

.....(specify).

*Thank you very much for the cooperation and great help.*

Annex 3: The Paradigm of Long Term Development Plan of Bangka Belitung Archipelago Province



Source: Bangka Belitung Archipelago Development Plan 2005 - 2025

Annex: 4 Photographs



Photo 1. Training of Trainers on Gender conducted by the Social Welfare Bureau in 2006.



Photo 2. Gender Responsive Planning Training in 2004.



Photo 3. The staffs in Planning Sub-division of ECO.



Photo 4. The building of ECO BBA.



Photo 5. Testing the Questionnaire.



Photo 6. Respondents in Planning sub-division of ECO filling in the questionnaire.



Photo 7. Respondent in Planning sub-division filling in the questionnaire.



Photo 8. The officers on afternoon prayer in the meeting room during the Fasting Month.



Photo 9. Poster promoting vocational school in front of ECO building.



Photo 10. Poster on adult illiteracy alleviation program.