

Gender Issues and Human Resource Development in Public Sector: An Indonesian Case¹

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Abstract. *The development policies in Indonesia are based on the principle of quality and harmonious partnership between men and women. This principle is deeply ingrained in the State Ideology, Pancasila, and Constitution of 1945. Consequently, this principle of equality is also embodied in all regulations and legislative acts of the Republic of Indonesia, including the GBHN adopted every five years by the People's Consultative Assembly. The GBHN provides direction for the formulation of the Five Year Development Plan. Indonesia, in 1984 also ratified the convention on the Elimination of All Forms of Discrimination Against Women, as stipulated in Act No.7/1984. Neglecting the endeavor of women in economic development in particular and national development in general is an unwise decision. Indonesia's large population is the basic asset for development. The more so if every citizen regardless of their sex, would fully and effectively participate therein. However, data show that the status of women generally in the society and particularly in the bureaucracy system is lower than what men can achieve. Therefore, the efforts to attain the women's role and status have to be explored in the implementation phase. Besides the level of education, social value of most Indonesian people which perceives female as housekeeper rather than the head of household brings a difficulty for female to reach high position in government office. For example there is a conflicting interest between husband and wife when a wife gets a promotion to other place. In many cases husband does not agree to accompany his wife. Consequently, women refuse the promotion. On the contrary, when husband gets a promotion to other place, in many cases his wife has to accompany him even though it will sacrifice her current job position.*

Keywords: Women in development; gender; social norms; women's status; female employment; Indonesia.

1. Introduction

Human resources development at the present time is considered as a central issue for problems solving in organization including government institutions. During the first Long Term Development Plan (PJP I: 1969-1993) government bureaucracy as a development agent has succeeded to induce and sustain the high economic growth. Indeed, during that time, bureaucracy system in Indonesia has become more mature. In the future, the task of government employee will be even more complex and difficult as a result of globalization in economy, politic, technology, social and culture. Therefore, government is taking a serious consideration in improving the quality of government employee besides enhancing the modern bureaucracy system regardless the sex preferences.

The reason to empower the women participation both in national development and government bureaucracy system is because the fact that the number and growth of women participation in work force tends to increase over the year. The successes of population programs particularly fertility control in Indonesia has far reaching impact on the status of women. As the consequence of fertility decline--i.e. TFR from 5.6 in 1967-1970 to 2.9 in 1993-- women have extra time to look for other activities apart from traditional role as a housewife. Even though the level of labor force participation among women is substantially lower than among men --i.e. 72.4% for men compared to 41.9% for women in 1995-- the growth rate of labor force among women was found to be higher than among men²). During 1980 to 1995, labor force participation among women has increased from 32.6% to 41.9%³). Meanwhile during the same period the labor force participation rate among men increased from only 68.8% to 72.4%. The need to improve family economic conditions has caused substantial number of women to leave their traditional role as housekeeper.

Unfortunately, women's participation in national development is not preserved by proper quality of human resource. For example, in 1993 the percentage of women graduated from university were only 36.99% compared to 63.01% of men. Percentage of illiteracy among women in 1995 was 17.14% while among men was 7.87%. The difference of quality of human resource i.e. in education aspect causes the difference of performance achievement in working-circumstance. For example the number of women who could achieve the high rank in government employee position is substantially lower compared to men. The number of women in parliament is only around 11% of total members. Looking at the crucial role of women in national development, government of Indonesia is consistently empowering

the women's role and status. The efforts are based on the principle of mutual partnerships between men and women in national development.

2. Government Perspective on the Role of Women in Development

The development policies in Indonesia are based on the principle of equality between men and women⁴). One of the major achievements during the UN Women's Decade was the inclusion of a special chapter on the Role of Women in nation building in the GBHN (National State Guideline) of 1978 and subsequently of 1983, 1988, and 1993. The 1993's GBHN contains the basic concept of: (i) equal rights, obligations and opportunities for women and men in all aspects of civic life and in all development activities; (ii) women's harmonious role in the family and society; (iii) respect for women's dignity and protection of women's specific biological characteristics/reproductive function; (iv) develop a favorable socio-cultural climate and enhance women's capabilities for wider participation of NGO, including among other the Family Welfare Movement, to promote family welfare, and (v) to increase women's and policy maker's ability to use science and technology such that have more chances to participate in development process and sensitive to the national and international changes.

This strong political-will is supported by substantive capability of the government and the community to translate it into action. Various programs for enhancing the role of women in development, both integrated and programs that specifically designed for women, are carried out in all sectors and fields of development including in public sector.

The effort to enhance the role of women in development has the following characteristics:

- a. full recognition of women's issues as an integral part of the overall national development issue;
- b. great importance accorded to the family as the basic social unit in society;
- c. effort to maintain harmony between the role of women in the family and in society;
- d. full awareness and recognition of the heterogeneous nature of Indonesian women and the need to develop a variety of programs to

- meet the needs, concerns and aspirations of the various different groups and strata;
- e. full recognition of the importance of consensus (*musyawarah*) and mutual self help (*gotong royong*) as a means to obtain the objectives of the enhancement of the role of women in development;
 - f. durable and close cooperation between the government and the NGO, particularly the Family Welfare Movement, women's organizations as well as youth organizations, professional and religious organizations;
 - g. the equal partnership between women and men in all aspects of life aimed at the integration of women in development; and
 - h. the importance of having programs specifically designed for women to close existing gaps between men's and women's participation in development and the integration of women's aspirations and needs in the general development programs.

The impacts of the above policies have increased the participation of women in many different courses of life. Female labor force participation rate has increased steadily from 32.6 percent in 1980 to 39.6 percent in 1985 and over 42.6 percent in 1990. While male labor force participation rate has increased from 68.8 percent in 1980 to 68.9 percent in 1985 and 70.6 percent in 1990. The figures show that the growth of female labor force participation rate is much faster than male labor force participation rate. During the period of 1980-1990, the female labor-force participation increased from 17.3 million in 1980 to 26.5 million in 1990. During the current Sixth Five Years Development Plan, of the total 12.7 million people entering the labor force, 45.67% or 5.8 million are women. The rapid growth of female labor force participation is brought about by the increase in women's educational attainment, the success of family planning and the development of the economic sector.

Overall, the rate of growth of employment for women is faster than that of men. The fastest growing sectoral employment for women occurred in the Financial Sector such as banking and insurance. A high increase in women employment also occurred in the Transportation & Communication Sector due to the use of computer based and other high technology (Table 1). In terms of absolute numbers, however, the largest increase is still in the agriculture sector. Out of the 8.531.709 increase in total women employment, 3.354.109 are in the agriculture sector or 39.30 percent.

Furthermore according to type of job, the highest rate of growth for women employment has been found in clerical type of job which is around 11 percent per annum on the average over a ten year period. Changes have been made in the way society perceives the type of job women should or could hold. The next two highest rate of growth are in the professional and managerial function, with a 7 percent and 11 percent rate of growth per annum, respectively. As beneficiaries of economic development, women in the income bracket less than 25.000 rupiah per month has decreased from 51.83 percent in 1986 to 28.77 percent in 1990. The proportion of those who are in the highest income bracket, or more than 150.000 rupiah per month, have increased from 2.47 percent in 1986 to 7.41 percent in 1990.

Table 1
THE GROWTH RATE OF SECTORAL EMPLOYMENT BY SEX (%), 1980-1990

Sector	Male	Female	Total
Agriculture	2	3	2
Mining & Quarrying	6	8	6
Manufacturing	6	6	6
Electricity, Gas & Water Supply	8	6	8
Construction	6	5	6
Trade	6	5	6
Transportation & Communication	6	7	6
Finance	8	12	8
Social Services	2	5	3
Total	3	4	3

Sources: Central Bureau of Statistics: Population Census 1980 and 1990.

Even though the participation of women in national development especially in health, family planning and social aspect could not be ignored. Due to the role of women in health development, Indonesia has succeeded in reducing its infant mortality rate very sharply. Infant and maternal mortality are not only important indicators for child's welfare but also women's socioeconomic status.

Conceptually employment can be regarded as one of the indicators of women's status even though the relationship between these two variables is still ambiguous (Mason 1995). One reason for this is that the relationship depends on the type of work. Typically, employment as an unpaid family

worker has less control of resources or rights to determine household or personal decisions than does independent, paid employment. Even employment that brings in income may fail to give a worker control of resources or a say in important household decisions. This is true if by tradition or employers' practices a women's earnings are handed over to other family members or the work is seen as part of her duty as a wife or daughter (Jain 1970; Salaff 1981, Mason 1995). Unfortunately, although national statistical accounts often provide information on the type of work performed by women and men, more direct measures of control over earnings are rarely available. Therefore, it is very important to analyze the type of women's work such as the trend of the unpaid women worker over the period of time and across the country.

Study done by Mason (1995) using the 1970, 1980, and 1990 data shows that the level of unpaid women worker in Indonesia was higher than in other ASEAN countries i.e. Malaysia, the Philippines, and Singapore but it was lower than in Thailand, South Korea, Pakistan, and Taiwan. However, the female/male ratio regarding the unpaid worker shows the situation in Indonesia was worse compared to that in Thailand, Pakistan, Singapore, Malaysia, and the Philippines. Even though the situation in Indonesia was better compared to the situation in Taiwan and South Korea (see Table 2). Time series data in Indonesia during 1970 to 1990 show that the ratio female per male in term of unpaid family worker tend to be worse. During 1970 to 1980 the situation was more likely related to the different speed of reducing on unpaid family worker between women and men. However during 1980 to 1990, the situation was more likely because the increasing level of unpaid family worker among women. It is still unclear why the level of unpaid family worker among women has increased quite substantially during that time.

Other study done by Berhman and Deolalikar (1995) using 1990 data found that the share of unpaid family workers in total female labor force participation in the Asian experience declined fairly sharply from an average of about 0.20 at low income to almost zero at high per capita income in Asian countries. Meanwhile other scholars such as Goldin (1990), Berhman and Deolalikar (1995) analyze the contribution of women on productive sector using the status of employment i.e. employee, employer, or own-account worker rather than unpaid family workers. The reason is because these status categories reflect greater social status, more independence, more control over resources, and more power than do others. According to them it is very important to analyze the gender dissimilarity regarding employment status (a value of "zero" indicating no dissimilarity and a value of "one" indicating complete gender segregation by employment status). During 1980-1990,

countries in Asia that experienced a high index of dissimilarity of employment were Turkey, Pakistan, Thailand, South Korea, Japan, and Indonesia. Furthermore, it is also shown that during that time, index of dissimilarity in Indonesia and Pakistan has increased while in other countries tends to decreased.

Table 2
PERCENTAGE OF THE UNPAID FAMILY WORKER*
BY SEX AND FEMALE/MALE RATIO, 1970-1990

Country	1970		1980		1990		F/M Ratio		
	Female	Male	Female	Male	Female	Male	1970	1980	1990
Indonesia	39.4	16.2	29.8	12.2	42.5	13.2	2.43	2.45	3.23
Malaysia	-	-	29.8	6.9	-	-	-	2.54	-
Philippines	29.7	15.7	17.6	15.0	22.9	10.7	1.8	1.18	2.14
Thailand	77.2	33.3	17.7	15.0	-	-	2.32	1.18	-
Singapore	5.8	2.6	3.7	1.8	1.8	1.4	2.23	2.07	1.31
S. Korea	52.4	11.5	43.0	8.5	25.5	2.8	4.56	50.5	9.03
Pakistan	56.0	22.7	27.9	14.6	34.0	14.4	2.47	1.92	2.37
Taiwan	39.8	9.9	-	-	-	-	4.04	-	-

Note : * Labor force aged 15 and over who are unpaid family workers.

Source: Mason, 1995.

The endeavor to enhance the role and status of women in development has always been an integral part of Indonesian national development. Therefore, it is carried out within the context of (i) poverty alleviation; (ii) improved human quality and the quality of life; (iii) equitable development; (iv) greater community participation; and (v) sustainable development. In line with the overall national development policy, women's development programs are primarily targeted at: (i) women in the low-income group in the rural, urban and coastal areas; (ii) women in isolated places and transmigration areas; (iii) women as heads of household; and (iv) young women of 15-29 years old.

The objectives of the policies and programs are to enhance the role of women in their own right, as wives, mothers, community members, economic providers, leaders at all levels, citizens and members of the world community. A holistic strategy is pursued in the effort to uplift the situation of women. This holistic approach should be understood in its multiple dimensions:

- a. in term of their role in development, both as agents and beneficiaries efforts are being directed not only to ensure equal

- opportunities for women, but also to enable them to take advantage of the available opportunities to participate in and to benefit from development.
- b. in line with the GBHN, efforts are also being directed toward enhancing the harmonious role of women in the family and society.
 - c. due to the multidimensional nature of women's issues, measures in the social, economic and political sectors are being carried out in a complementary and mutually supporting manner.

Besides general policies mentioned above, more specific policies have been developed for enhancing woman status. Within the framework of agricultural development policies, the agricultural policies on women aims at promoting women's role as beneficiaries and as program planners, managers and implementers. Special attention is given to women in fishing villages and coastal areas, which constitute the poorest segment of the community⁵).

While the number of female work force has increased, their status in terms of employment rank, productivity, and salary remain lower than that of male labor. This unfortunate situation is not because of discrimination against women in the work place but because of low educational attainment and training. Only 73 percent of women completed their primary school while 82 percent of males did so. In this connection, special attention is given to the improvement of women's education and training, health and welfare as well as protection and improvement of their working conditions.

Sixty to seventy percent of the female labor force work are in the informal sector. In view of the fact that the informal sector will continue to be an important source of livelihood for the majority of unskilled women, attention is being given to the improvement of their welfare, working conditions and protection. At the same time a productive linkage between the formal and informal sector is being established to promote female labor productivity and to increase women's income.

To increase women's access to capital, the government provides several kinds of small financial credit⁶). The programs depicted above open wider opportunities for women to play a more active role in economic development. However, further policies and programs need to be developed to enable women to take full advantage of the opportunities and facilities.

3. Human Resource Development of Public Sector

In the globalization era, there are several problems that have to be faced by the Government. First, economic development is indicated by high speed of information transformation and the mobility of employment and investment. The new trend will change the pattern of production, finance and trade among countries. The competitiveness in economy among countries are becoming sharper since there is no state boundary. Second, in political aspect it is indicated by the decreasing international conflict among the countries. But, on the contrary, the regional conflict has been increasing. Furthermore, the western countries try to influence their power to other countries through economic activities. Three, the social culture interaction among countries has increased substantially and it is followed by the tendency of establishing the "international culture". The modernization of social culture will influence the economic development and technology. However, the problems will arise if the "international culture" values are so different than the national value.

In order to adapt to the situation in globalization era in the future, government has to straighten up the bureaucracy structure both in term of improving human resource condition of government employees and structuring the modern and efficient bureaucracy. Human resource development among the government officers is expected to improve the quality of service to the community.

The enhancement of human resource development for government employees during the PJP II is the right decision since the private sectors and community is still complaining about the quality of services of government employees. Even though the level of education among the government employees is quite satisfactory (around 70% of government employees in Indonesia have a high school or more level of education and only 30% of them are junior high school or less) but the level of productivity and working performance are quite unsatisfactory. Furthermore, the distribution of employees across the institutions is still uneven. There are institutions with over employment and the other institutions have less number of employees. This uneven balance does not just occur across the institutions but also across the division within the institution. In several institutions or divisions the phenomenon of "under-employment" is becoming the common situation. The under-employment phenomenon can be avoided if the employee could create the job for his/herself. The creative, highly motivated and intelligent employees will not have an under-load work but on the contrary they have

over-load work. Indeed, if government employees are aware that they are a "community leader", so many things that they could do to the community.

Therefore, in the future the bureaucracy system with the entrepreneurship spirit needs to be developed. Osborne and Gaebler (1993) stated that government has to focus on high quality public goods and services. Drucker (1990) stated that in order to face the changing world it is important to develop a vigorous, strong and very active government (Kartasasmita 1995). In the free trade era, the main role of government is to encourage the equal access to all segments in the community. Further more, in order to bring into reality the welfare to all Indonesian people, government employees are demanded to give priority to community rather than to certain party. Furthermore, government employees have to guarantee the fair market competition. The Government has to regulate the price especially rice, oil, electricity, transportation, cement, etc. appropriately. Besides, the Government has to become the mediator among the economic players that are conglomerates, small businesses and cooperatives.

Regarding the role as a "community leader" there is a primary and important aspect that has to be considered by the government employee, that is "morality". Morality is not just meaning that government employees have a good personality but also they have to avoid the irregularity and obey the rules (Magnis 1996, Natakusumah 1990). The government employee has to give priority to honesty, responsibility, integrity, and bravery. However, level of welfare among the government employees in many cases is blamed as a primary source to the lack of integrity of the employees to their duty. This is the reason why, the Government step by step tries to improve the government employee's welfare.

To develop the respectable community leader, government employees have to establish the image of "clean and persistent authority". Government employees are demanded to improve their services to the community through professional, competence, and honest bureaucracy. In order to run the clean and authoritative bureaucracy system, it is important to monitor and evaluate the output of personnel's work. This evaluation could be used for human resource development of government employees both for structural and functional position. Evaluation for promotion has to be managed carefully based on the fairness and appropriate criteria. The fairness and appropriate criteria mean that promotion is based on the capability of personnel in such position. These criteria are used not only for promotion but also to determine the salary. The salary has to be determined by the level of responsibility and working output of personnel.

The career system of government employees has to be managed clearly and openly so every person could perceive their future career. Furthermore, employees have to understand the requirement that he or she has to have if he or she is willing to be promoted to higher position. The open and transparent career system will reduce the subjective judgment in promotion process. Another aspect needs to be considered in order to establish the clean and authoritative government employee is a supervision process. Reinforcement including promotion and transfer have to be notified as a reward for reliable work. On the contrary, punishment should be given to the employees who could not work properly and it is hoped it will improve their performance. Indeed, the Government needs to improve the pension system for government employees so they are becoming more secure in the retirement age.

Human resource development for government officer is started since the recruitment until the end of their service as government officer⁷). The selective and objective recruitment procedure and followed by integrative and systematic education, training and career system during services period is hoped to increase the quality of government employees. The recruitment process for government employee is also conducted in other countries such as Japan, South Korea, China, and Malaysia. Furthermore, the Government also provides scholarships to get higher education both in the country and overseas for government employees who performed an extraordinary performance. This policy is not only good for the individuals but also for the institution performance in the future (World Bank 1993).

In line with the effort to accomplish the high quality of government employees, in the Sixth Five Year Development Plan (Repelita VI: 1993/94-1997/98), the purposes of government employee utilization (*pendayagunaan aparatur*) is to create the government employee who is capable, productive, discipline, clean, authoritative and in line with the guardianship attitude for community interest. This efforts has begun since the First Five-Years Development Plan (Repelita I: 1969/70-1973/74) by the establishment of the State Ministry for Promoting and Reshaping of Government Employee (*Menteri Negara Penyempurnaan dan Pembersihan Aparatur Negara*). Referring to the Presidential Decree No.19/68, the tasks of the State Ministry for Promoting and Reshaping of Government Employee are to straighten up the government employee and bureaucracy and the economic situation. During the Second, Third, and Fourth Five-year Development Plans, the name of the State Ministry for Promoting and Reshaping of Government Employee has changed to the State Ministry for Controlling Government Employee. The

main tasks are to utilize the government employee, to coordinate the government institutions activities, and to improve the quality of government institutions. During the Fifth and Sixth Five-year Development Plans the name of the State Ministry for Government Employee Efficiency was changed to the State Ministry for Enhancing Government Employee Quality. The main tasks of this institution are to coordinate activities in all government institutions regarding the government employee utilization and to improve their quality.

Since the First Five-year Development Plan until the Sixth Five-year Development Plan the Government of Indonesia has succeeded to launch laws and regulations concerning the utilization of government employee such as act No.8/1974 concerning the government employee administration, Government Regulation No.3/1983 concerning the Existence of State Economic Institution (*Kehidupan Lembaga Perekonomian Negara*), and Presidential Decree No.45/1974 and No.45/1974 concerning the coordination among the Government Institutions. However, the government employee utilization and increasing their productivity are not just as simple as formulating the laws or regulations. The issues of government employee utilization consist of three major factors which are institution building, human resource, administration and monitoring/controlling. The monitoring and controlling then become the main focus for the time being.

Strategies to utilize the government employee both for central and regional offices are first, establishing the development activities in all government institutions; second, government employee performance has to be monitored and evaluated continuously; third, government employee utilization has to be implemented gradually, and fourth, the Government encourages the decentralization process (Kristiadi 1996).

3.1 Number and composition of government employees by level of education

Referring to article 15, Act No.8/1974, the number and composition of government employees are decided for certain period of time based on types of job, characteristics of job and work load. Data from the National Civil Service Administration Bureau (BAKN) shows that the number of government employees in 1997 is 4,094,346 or 2.05% of total population at the same time. As stated before, the main task of government employee is to serve the community interest. Looking at the above number it means that every one government employee serves around 49 people in community.

Beside as a community guardianship, the government employee also has to manage the public finance as much as 35 billions US dollar. Therefore in 1997 every government employee has to manage the public finance around 8.5 thousand US dollar on average. In the future, government employee's task will be added as a motivator for community participation in national development.

For the time being, there are still many complains from the community regarding the quality of government services. Looking at the ratio between number of government employee and population, this ratio is actually not extremely high. Therefore the Government has to take a serious consideration in expanding the level of services especially in rural and remote areas and also in improving the quality of services.

Community's complain is not only associated with the quantity and quality but is also associated with the discipline of the employee. It is a reality that the quality especially knowledge and skill of government employees are still low. They are only familiar with their own job description and could not assist to solve the problems beyond their main job. Furthermore, many government employees are absent without notice during the working time. Above conditions should be considered by the Government seriously.

In reality, the level of education among government employees is not so bad. The percentage of government employees with level of education more than senior high school is around 14% in 1971. Furthermore, around 60% of them have a senior high school's level of education. Only around 16% of them are having level of education lower than high school (Table 3). Compared to the level of education of the whole employment in Indonesia, level of education of government employee is much better. In 1994, data shows that only around 15% of total employees in Indonesia graduated from high school and more (CBS 1995, Labor Force Situation in Indonesia 1994). But, in fact not all jobs in government sector require the high level of education. The above situation creates a mismatch between the education background and the current job situation. In the future the issue of education will be more important since the task of government employees is becoming more complex.

Gender analysis on government employee distribution shows the number of male is relatively higher than the number of female. The total ratio between male and female is around 1.8. In fact, this figure reflects the general employment situation in Indonesia. In the present time the ratio female per male labor force participation in Indonesia is around 0.58 (58 female labor

force among 100 male labor force). Further analysis on Table 3 shows the ratio between male and female varies across the level of education. The pattern of ratio male per female across level of education is like "U sharp". The highest ratio male per female found in primary level of education (13.12) and it tends to decrease in line with the increasing level of education until senior high school. Above the high school level of education there is a tendency the ratio between male and female to be higher.

Table 3
NUMBER OF GOVERNMENT EMPLOYEE BY LEVEL
OF EDUCATION AND SEX, 1997

Education	Male	%	Female	%	Total	%	Ratio
Primary	404,638	15.27	30,283	2.096	434,921	10.62	13.361
Junior High Sc.	197,120	7.44	57,104	3.95	254,224	6.21	3.451
Senior High Sc.	1,423,514	53.72	1,037,007	71.79	2,460,521	60.09	1.372
Diploma I	4,056	0.15	1,782	0.12	5,838	0.14	2.276
Akta I *	20,848	0.79	22,833	1.58	43,681	1.07	0.913
Diploma II	5,097	0.19	3,624	0.25	8,721	0.21	1.406
Akta II *	26,058	0.98	28,143	1.95	54,201	1.32	0.925
Diploma III	15,611	0.59	6,865	0.47	22,476	0.55	2.273
Akta III *	41,239	1.56	33,113	2.29	74,352	1.82	1.245
Academy	140,699	5.31	69,118	4.78	209,817	5.12	2.035
Bachelor Degree	362,932	13.69	152,590	10.56	515,522	12.59	2.378
Masters Degree	6,382	0.24	1,624	0.11	8,006	0.195	3.929
Doctoral Degree	1,816	0.07	250	0.02	2,066	0.05	7.264
Total	2,650,010	100	1,444,336	100	4,094,346	100	1.834

Note: * Certificate
Source: BAKN, 1997

High male per female ratio in primary level of education could be explained by economic reason. Level of salary for government employee with low level of education is extremely low. Since the level of salary is very low it is better for them to work in other fields such as private sectors or informal sectors. Male with low level of education on the contrary intends to be a government employee since government employee has a pension system. Therefore, even though the current salary is very low, they think to be a government employee is safer for their future. Indeed most of the women with low level of education enter the informal sectors so they will have more time to take care the family (children). Meanwhile the high ratio of male per female in higher level of education could be explained by looking at the differentiation opportunity between male and female to pursue higher level of education. There is a fact both in general situation and in government employees system that males have a better chance to pursue higher level of education than females. Furthermore, the number of male employees with AKTA I and AKTA II level of education – certificate which is equal to the

diploma degree but it is specifically in teaching field-- are slightly fewer than female employees⁸) (Table 3).

3.2 Career system

In Indonesia, government employee could be promoted into certain rank and position. Promotion in term of rank could be given based on the regular and selected promotion system (*sistem kenaikan pangkat reguler* and *sistem kenaikan pangkat pilihan*). The regular promotion is given to employee if he/she already fulfills the certain requirement. Meanwhile the selected promotion system could be given to employee who has an extraordinary performance. Furthermore, government employee could be promoted to hold a certain position based on his/her discipline, achievement, loyalty, dedication, experience and other objective considerations. The structural position in government bureaucracy is arranged in government regulation No. 15/1994 and it is called echelon. There are ten level of echelons in Indonesian government bureaucracy of which the lowest is echelon Vb and the highest is echelon Ia see Table 4).

Table 4
STRUCTURAL POSITION OF GOVERNMENT EMPLOYEE

No	Echelon	Beginning Position	Rank	Continuation Position	Rank	Highest Position	Rank
1.	Ia	<i>Pembina Utama Madya</i>	IV/d	-	-	<i>Pembina Utama</i>	IV/c
2.	Ib	<i>Pembina Utama Muda</i>	IV/c	<i>Pembina Utama Madya</i>	IV/d	<i>Pembina Utama</i>	IV/e
3.	IIa	<i>Pembina Utama Muda</i>	IV/c	-	-	<i>Pembina Utama Madya</i>	IV/d
4.	IIb	<i>Pembina Tingkat I</i>	IV/b	<i>Pembina Utama Muda</i>	IV/c	<i>Pembina Utama Madya</i>	IV/d
5.	IIIa	<i>Pembina</i>	IV/a	<i>Pembina Tingkat I</i>	IV/b	<i>Pembina Utama Madya</i>	IV/c
6.	IIIb	<i>Penata Tingkat I</i>	III/d	<i>Pembina</i>	IV/a	<i>Pembina Tingkat I</i>	IV/b
7.	IVa	<i>Penata</i>	III/c	<i>Penata Tingkat I</i>	III/d	<i>Pembina</i>	IV/a
8.	IVb	<i>Penata Muda Tingkat I</i>	III/b	<i>Penata</i>	III/c	<i>Penata Tingkat I</i>	III/d
9.	Va	<i>Penata Muda</i>	III/a	<i>Penata Muda Tingkat I</i>	III/b	<i>Penata</i>	III/c
10.	Vb	<i>Pengatur Tingkat I</i>	II/d	<i>Penata Muda</i>	III/a	<i>Penata Muda Tingkat I</i>	III/b

Source: Presidential Decree No.15/1994.

Among 4.09 million government employees in Indonesia, only around 268 thousand employees (6.56%) who could achieve the echelon position during their service (Table 5). Furthermore, Table 5 shows that only 2.61% of female employees could achieve the echelon position compared to around

8.72% among males. It is also shown in the same table that ratio male per female tend to be higher as the echelon is getting higher. The highest ratio male per female occurs in echelon Ia where only one female among forty-two echelon Ia. The lowest ratio is occur in echelon Vb where among 5 echelon Vb there is one female. It is clear that males are having a better opportunity compared to female in term of achieving the echelon. The above figures do not reflect that there is a discrimination between male and female in government bureaucracy system but it rather reflects that there is a difference of quality of human resources between male and female in term of level of education.

Accordingly, Table 6 shows that in every government employee's rank the number of males are always higher than females. The highest ratio of male per female is found in rank-1 then it decreases in rank-2. After rank-2 the ratio of male per female tends to increase. These figures are actually a repetition of figures in Table 3. It is not surprising since the rank position in government career system more or less is the output of level of education not a working performance. At the beginning of his/her services as government employee, person who is graduated from university will be given the position as "Penata Muda (IIIa)" regardless his/her performances. His/her position is higher than a person who graduated from academy. Therefore in normal situation, during the whole time service as government employee, person who has better education will procure better rank in the structural position regardless his/her performance. That is why getting better education in many cases is becoming more valuable for many government employees than showing a better work performance.

Table 5
DISTRIBUTION OF GOVERNMENT OFFICER'S ECHELON BY SEX, 1997

Echelon	Male	%	Female	%	Total	%	Ratio M/F
Echelon I a	124	0.05	3	0.01	127	0.05	41.33
Echelon I b	112	0.05	8	0.02	120	0.04	14
Echelon II a	1,551	0.67	73	0.19	1,624	0.6	21.24
Echelon II b	840	0.36	22	0.06	862	0.32	38.18
Echelon III a	13,206	5.71	1,104	2.93	14,310	5.32	11.96
Echelon III b	9,277	4.01	673	1.79	9,950	3.7	13.78
Echelon IV a	52,564	22.7	7,645	20.3	60,209	22.4	6.87
Echelon IV b	37,615	16.3	5,375	14.3	42,990	16	6.99
Echelon V a	83,278	36	15,866	42.1	99,144	36.9	5.24
Echelon V b	32,548	14.1	6,910	18.3	39,458	14.7	4.71
Total	231,115	100	37,679	100	268,794	100	6.13

Source : BAKN 1997.

Table 6
DISTRIBUTION OF GOVERNMENT OFFICER'S RANK BY SEX, 1997

Rank	Male	%	Female	%	Total	%	Ratio M/F
I	352,230	13.29	39,961	2.77	392,191	9.58	8.81
II	1,250,327	47.18	818,891	56.7	2,069,218	50.5	1.53
III	979,073	36.95	572,170	39.6	1,551,243	37.9	1.71
IV	68,380	2.58	13,314	0.92	81,694	2	5.14
Total	2,650,010	100	1,444,336	100	4,094,346	100	1.83

Source: BAKN 1997.

To minimize the unfair situation regarding the educational effect on structural position, government also promotes the functional position. The functional position is developed based on certain level of knowledge and skill. The functional positions give many benefits to the employee. Competition among the employees is becoming more transparent and objective. Furthermore, using the functional position system, employee will receive higher salary standard compared to the structural position system. The functional position has an additional income/salary which sometimes is higher than structural position. "Ahli Peneliti Utama" for example is given an additional salary of around 300 US dollar per month. While the similar rank in structural position which is echelon Ia is given an additional salary of only around 160 US dollar.

It is obvious that the current structural position system is becoming the long way of authority within the bureaucracy system so the efficient and effective performance can not be achieved. In the future, government intends to increase the number of functional position rather than structural position⁹). The structural positions such as echelon IV and echelon V will be replaced by the functional position, however the echelon I, II, and III are still kept within the structural system. (*Kompas* 1996). The reason is because functional position gives a broad opportunity for government employees to enhance their capability. The number of functional positions since the First Five-year Development Plan (*Repelita I*) until the recently has increased. In the *Repelita I*, there were only 8 functional positions while in 1989/1990 has increased to 51 functional positions (State Ministry for Enhancing Government Employee Quality 1993).

3.3 Education and training for government employee

The role of education and training is giving the opportunity to employees to improve their skills and experiences primarily in the areas which is related to the managerial, supervisory and technical work. Regarding the education and training for government employee, the Indonesian government launched several regulations such as (1) government regulation No. 14/1994 concerning the in-service education and training, and (2) Presidential Decree No. 5/1996 concerning pre-service education and training. The Presidential Decree No. 5/96 states that every government employee candidate has to take a pre-service training. For the government employees of level I (primary school and junior high school) and level II (senior high school), the pre-service training are conducted by each government institution and supervised by the supervisory institution (*lembaga pembina*). Meanwhile, the pre-service training for third rank of government employee candidates can be conducted by each government institution or jointly by several institutions under the supervision the supervisory institution which is the National Agency for State Administration (*Lembaga Administrasi Negara R.I*). Considering that the third level of government employee is the future leadership in the country, the content of the pre-service training covers the physical and mental exercises as well as basic knowledge about the administration and management.

Meanwhile the in-service education and training consist of two types which are education and training for structural position (*penjenjangan*) and for non structural and functional position. The education and training for structural purposes encourage the development of physical, sound mentality, discipline, and the advance knowledge of structural tasks. The education and training are divided into four stages:

1. General Administration (ADUM) is the technical training for employees who are prepared for echelon-IV;
2. Staff and Leadership Administrative First Rank (SPAMA) is the education and training for employees who are prepared for echelon-III;
3. Staff and Leadership Administrative Middle Rank (SPAMEN) is the education and training for employee who is currently seated in the echelon-III and is projected to be seated in echelon-II;
4. Staff and Leadership Administrative High Rank (SPATI) is the education and training for employee who is currently seated in echelon II and is projected to be seated in echelon-I.

The non-structural and functional education and training conducted by the Government are technical management and technical functional training. Technical management training such as organizational and methods, project management, development planning, public company management, job analysis, public finance management etc. is usually conducted by the National Agency for State Administration while the technical functional training is conducted by each institution. So far the National Agency for State Administration found that there are around 722 types of technical functional training already conducted by the institutions in Indonesia.

To improve the quality of education and training of government employees, since the Fourth Five-year Development Plan (Repelita VI: 1984/85-1988/89) the government has given the functional position (*jabatan fungsional*) to the trainer. Up to the end of Fifth Five-year Development Plan (Repelita V: 1989-1990-1993/94) there are around 1,869 trainers in various specialization. Furthermore, the computer networking between education and training centers in central and regional areas has been established so the activities in various areas can be monitored.

Besides the pre-service and in-service training, every government institution offers the education and training in specific area both in the country or overseas. The purpose of this training is to improve the capability of employee to do on their task. However, this training is not directly affecting his/her career. Therefore, in the future education and training in specific area should be integrated in the in-service training framework so it will affect his/her career.

Data in Table 7 show that the percentage of women who attend the structural education and training i.e. ADUM and SPAMA during 1995-1997 tend to increase over the year. In-depth analysis from Table 5 and Table 7 indicates that government has no intention to discriminate the women in term of attending the education/training. For example, the number of women projected to attend the SPAMA training in 1997 is 749 persons, which is about 9.79% of total women employee eligible for such training. Meanwhile, for male the figure is about 9.94% (5.225 persons out of 52.564 eligible candidates).

Table 7
DISTRIBUTION OF STRUCTURAL EDUCATION
TRAINING BY TYPE OF TRAINING AND SEX, 1997

Year	Type of Education/Training			
	ADUM		SPAMA	
	M	F	M	F
1995	2.602 (80.9%)	613 (19.1%)	2.671 (90.5%)	282 (9.5%)
1996	13.307 (77.8%)	3.755 (12.2%)	6.499 (89.0%)	799 (11.0%)
1997*	18.699 (77.0%)	5.582 (13.0%)	5.225 (87.5%)	749 (12.5%)

Notes: * Projection.

ADUM = General Administration.

SPAMA = Staff and Leadership Administration First Rank.

Source: LAN 1997.

4. Wages

In order to establish a clean and authoritative government employee, the level of employee's welfare should be discussed seriously. Effectivity, productivity and quality of personnel, directly and indirectly, is related to the level of welfare such as wages or other facilities which are offered by the institution. The high level of welfare will create security and comfort in working condition and then it will affect the productivity and quality of output. It is also important to note here that high level of welfare will reduce the tendency to make a deviation in working circumstance.

The basic salary of employment in level-I (primary school and junior high school) based on the government regulation No. 15/1993 is around 36 US dollar per month or around 1.03 US dollar per day (Table 8). Meanwhile the salary for the highest level of government employee with 32 years in service is around 265 US dollar per month. The salary of the highest level of government employee is equivalent to the salary of teller or customer service with 2 or 3 years in service in banking company. Clearly that the level of government employee welfare is still far from satisfactory. Therefore, the best graduates from well-known universities or colleges in Indonesia are not keen to become a government employee.

As a reward for work output, wages are determined by the level of responsibility, type of job and standard of living. The wage system for government employee in Indonesia is classified as a "combination scale system" (*sistem skala gabungan*). This wage system is a combination between single scale system and double scale system. Single scale system means that the same wage is given to employee at the same level or rank regardless of the

type of job and level of responsibility. Double scale system means that wages are given to employee based on the level of responsibility and type of job.

A combination scale system means that wages for government employee are given based on the rank and then employee also receives extra allowance based on their level of responsibility and type of job. The basic salary of government employee is regulated in government regulation No.15/1993. This basic salary is based on the period of time in service (see Table 8). Government regulation No.15/1993 also states that the wage of employee will be raised periodically after he/she remains in service for certain period of time and accomplishes the average performance. Beside that, employee could receive an extraordinary raise of wage if he/she has a perfect performance. There is no discrimination between male and female employee in term of deciding the basic salary. Male and female employee will receive the same amount if they have the same rank and length of time in service)¹⁰.



Table 8
BASIC SALARY FOR GOVERNMENT EMPLOYEE (RUPIAH/MONTH)

Length in service (year)	Rank-I				Length in service (year)	Rank-II			
	Basic Salary					Basic Salary			
	a	b	c	d		a	b	c	d
0	78000								
1	-								
2	83600	92200	94700	97200					
3	-								
4	89200	99000	102700	106400					
5	-				0	110100			
6	94800	105800	110700	115600	1	117300			
7	-				2	-			
8	100400	112600	118700	124800	3	127300	129000	131700	135300
9	-				4	-			
10	106000	119400	126700	134000	5	137300	140000	143900	148700
11	-				6	-			
12	116000	126200	134700	143200	7	147300	151000	156000	162100
13	-				8	-			
14	117200	133000	142700	152400	9	157300	162000	168300	175500
15	-				10	-			
16	122800	139800	150700	161600	11	167300	173000	180500	188900
17	-				12	-			
18	128400	146600	158700	170800	13	177300	184000	192700	202300
19	-				14	-			
20	134000	153400	166700	180000	15	187300	195000	204900	215700
21	-				16	-			
22	139600	160200	174700	189200	17	197300	206000	217100	229100
23	-				18	-			
24	145200	167000	182700	198400	19	207300	217000	229300	242500
25	-				20	-			
26	150800	173800	190700	207600	21	217300	228000	241500	255900
27	-				22	-			
					23	227300	239000	253700	269300
					24	-			
					25	237300	250000	265900	282700
					26	-			
					27	247300	261000	278100	296100
					28	-			
					29	257300	272000	290300	309500
					30	-			
					31	267300	283000	302500	322900
					32	-			
					33	277300	294000	314700	336300

(continued)

Table 8 (continuation)

Length in Service (year)	Rank III				Length in Service (year)	Rank IV				
	Basic Salary					Basic Salary				
	a	b	c	d		a	b	c	d	e
0	150200	154000	157800	161600	0	168600	176400	184200	192000	201600
1	-	-	-	-	1	-	-	-	-	-
2	164200	168800	173400	178000	2	186200	195000	203600	212200	222600
3	-	-	-	-	3	-	-	-	-	-
4	178200	183600	189000	194400	4	203800	213600	223000	232400	243600
5	-	-	-	-	5	-	-	-	-	-
6	192200	198400	204600	210800	6	221400	23220	242400	252600	262600
7	-	-	-	-	7	-	-	-	-	-
8	206200	213200	220200	227200	8	239000	250800	261800	272800	285600
9	-	-	-	-	9	-	-	-	-	-
10	220200	228000	235800	243600	10	256600	269400	281200	293000	306600
11	-	-	-	-	11	-	-	-	-	-
12	234200	242800	251400	260000	12	274200	288000	300600	313200	327600
13	-	-	-	-	13	-	-	-	-	-
14	248200	257600	267000	276400	14	291800	306600	320000	333400	348600
15	-	-	-	-	15	-	-	-	-	-
16	262200	272400	282600	292800	16	309400	325200	339400	353600	369600
17	-	-	-	-	17	-	-	-	-	-
18	276200	287200	298200	309200	18	327000	343800	358800	373800	390600
19	-	-	-	-	19	-	-	-	-	-
20	290200	302000	313800	325600	20	344600	362400	378200	394000	411600
21	-	-	-	-	21	-	-	-	-	-
22	304200	316800	329400	342000	22	362200	381000	397600	414200	432600
23	-	-	-	-	23	-	-	-	-	-
24	318200	331600	345000	358400	24	379800	399600	417000	434400	453600
25	-	-	-	-	25	-	-	-	-	-
26	332200	346400	360600	374800	26	397400	418200	436400	454600	474600
27	-	-	-	-	27	-	-	-	-	-
28	346200	361200	376200	391200	28	415000	436800	455800	474800	495600
29	-	-	-	-	29	-	-	-	-	-
30	360200	376000	391800	407600	30	432600	455400	475200	495000	516600
31	-	-	-	-	31	-	-	-	-	-
32	374200	390800	407400	424000	32	450200	474400	494600	515200	537600

Source: Government Regulation No.15/1993.

5. Barrier to Gender Equality

Even though the Constitution of 1945 provides that all citizens are equally entitled to such basic human rights as equal status under law, freedom of association, assembly, and opinion, freedom of religion, the right to education, etc, in practice, however, equality is not always the case. Employers hesitate to hire women, especially for responsible positions, because they fear the women employee may be absent for long periods of time. The opportunity for females to achieve a higher position is less than males. These situations mostly occur in private sector rather than in public sector. The unequal employment condition for women is further worsened by the general state of the economy.

Furthermore, there are no laws providing for social security-type benefits for the population at large. Only government officials and armed forces personnel are provided with retirement benefits or pensions. Private enterprises are strongly urged to follow in setting up their own plans. The government pensions do not discriminate between male and female officials or their widows or widowers. The law also provides for children allowances and for a standard percentage allowance for the spouse of the official regardless of sex.

Illiteracy, the insufficient training and education facilities in basic skills and social-cultural constraints are among some of the causes why women are left behind. A woman with little education obviously will be less prepared to fulfil her role within the family. This is reflected in the labor force, where women mostly perform unskilled job, while in white-collared-jobs the majority of women also hold lower echelon positions. Among the problems faced by working woman is that of combining a job with the care of a household and children. It is not always possible for a woman to obtain assistance from relatives in the extended family, and domestic servants are too expensive, which only few families can afford. Women must also confront the prejudices and stubbornness of old traditions of subordination of the women to the man and to her household duties.

Since politically government declared the principle of equality between men and women in development participation, the barrier to equality has to be explored at the implementation and social system phase rather than political phase. Berhman and Deolalikar (1995), Thomas and Strauss (1995) and Hart (1994) suggested that more careful analysis is needed than just to observe that there are gender differences in employment patterns and outcomes in order to ascertain that indeed there is evidence of gender

discrimination in most developing countries. Perhaps more important from the point of view of thinking about possible remedy is the nature of that discrimination. As long as there are gender differences in other aspects of society, importantly including child care and other dimensions of household production, there are likely to be gender differences in employment patterns and employment outcomes even if there is no discrimination in labor markets and no gender differences in human resources at the time of entry into the labor force.

It should be realized that the plurality which is such a prominent characteristic of the population of Indonesia is also reflected in its cultures and legal systems. There is plurality in kinship systems, namely the bilateral or parental, patrilineal, and matrilineal systems. Of these three kinship systems the parental system is most widespread, e.g. the Javanese, Sundanese, Madurese, and many other ethnic groups. The Minangkabau people in West Sumatra have a matrilineal kinship system according to which women continue the family line. The Bataks in North Sumatra are patrilineal, thus descent and the right to inherit follow the male line.

The original law binding the people of the various ethnic groups is the customary law or *adat* law. There exists no single body of *adat* law which is applicable to the whole Indonesian population, but there exist systems of *adat* law which vary from region to region. Nineteen *adat* law communities can be distinguished into which the approximately 300 ethnic groups can be grouped (Republic of Indonesia 1979). Differences in *adat* family law exist, depending on the kinship system prevailing in the *adat* community. The status of women is consequently determined by the kinship system to which they belong.

Although to a decreasing extent nowadays, a range of kinship patterns affect the family and social lives of Indonesian especially outside the cities and towns. In fact, autonomous communities are still sometimes based on kinship groups. To the extent that *adat* law is grounded on the customs of such kinship groups and is the law generally used in family matters, these kinship patterns still affect the status of women in some particulars. Kinship patterns can exercise an important influence on a woman's position in marriage, particularly with regard to control of property and inheritance rights.

To explore the obstacle for women to achieve the remarkable performance, social scientists and psychologists explore the obstacles from two sides, the external obstacles and the internal obstacles. The external obstacles consist of feminism, discrimination, and less of resource)¹¹

Meanwhile, internal obstacles consist of "Horner effect", "Cinderella complex" and inferior dignity of academic performance. All the obstacles are even more complex for married women¹²). A study conducted by the National Agency for State Administration (LAN) in 1982 in seven departments and institutions in Indonesia i.e. Ministry of Finance, Ministry of General Work, National Agency for State Administration show the quite similar finding with the above theory. The study found that the external obstacles for improving women career in government agencies in Indonesia were less of opportunity, family factor, and male's attitude on the role of women. Meanwhile the internal obstacles were the pregnancy condition, high respect on family, and less independence. A report produced by the United Nations (1982) stated that in most developing countries, migration of women is marriage-related and not economically-motivated. For women who move with their husbands, the family network defines and determines their behavior. On the other hand, women who do not move with their husbands have to play dual role of mother and bread-winner. This report implies that women's decision is primarily determined by the family's considerations.

Therefore the Government must encourage a realistic and just redefinition of the roles of women and men in society, taking into consideration the historical and cultural factors underlying their current roles and status. The content of education and of the messages of the media should be scrutinized and reoriented to facilitate the attitudinal changes required for achieving a redefinition of women's role in relation to those of men and a better intra-household allocation of responsibilities and benefits. It is important to prepare the young people of both sexes for responsible parenthood. Family life education programs should be integrated into school curricula at all levels and into programs for young people out of school.

6. Concluding Remark

In the future, the role of government employees will become more complex and difficult. Since the state border in term of economy, politic and social culture is more vague in the free trade era, government employee is demanded not only familiar with the domestic issues but also the regional and international issues. Beside that, in the future, government employee is becoming a motivator for community participation in national development. Indeed, government employees have to guarantee the fair market competition. Consequently, the quality of government employee regardless of the sexes, needs to be improved. The selection of government employee candidates has to fulfill the requirements of capability and level of education. Selection

process has to be conducted precisely. Furthermore, education and training both for pre-service and in-service employees have to be given according to their demand. This education and training should be directed towards enhancement of knowledge, skill and psychological aspects. Through the improvement of bureaucracy system and human resource development the image of clean and authoritative bureaucracy will become a reality.

The contribution of women to the country's economy is barely acknowledged and is very often not reckoned in labor force statistics. A large percentage of women are employed in agriculture and only an insignificant number are engaged in other professions, and they are often paid less than their male counterparts. Women in the services and sales are seldom senior level workers or managers, and in other sectors like construction or manufacturing they form the bulk of unskilled workers. Most of women perform household activities and shoulder other responsibilities at home in addition to child care, while a large number of rural women also work outside their homes at very low wage or as family workers.

Neglecting the endeavor of women in economic development in particular and national development in general is an unwise decision. Indonesia's large population is the basic asset for development. The more so if every citizen regardless of the sexes, would fully and effectively participate therein.

Politically, Indonesia regards the men's and women's role in national development as equal. However, data show that the status of women generally in society and particularly in bureaucracy system is lower than what men can achieved. Therefore, the efforts to attain the women's role and status have to be explored in the implementation phase. The attainment of equal rights for women is important both as an end in itself and as an essential component in the larger contexts of national development and as well as to improve the quality of life. This attainment can be aided by the realization that there is a strong interrelationship between the status of women in a society at large and the role of women in family relationships.

The human resource development's strategy for government employee is based on principle of equality between male and female. There are equal rights, obligations and opportunities for male and female during their service as a government employee. However there is a fact that the number of males' government employees who reach the high position are substantially higher than females. This situation is not because the discrimination policy but more

likely related to the difference of level of education between males and females.

Besides the level of education, social value of most Indonesian people which perceives female as housekeeper rather than household head brings difficulty for female to reach high position in government office. For example there is a conflict interest between husband and wife when a wife gets a promotion to other place. In many cases husband does not agree to accompany his wife. Consequently, female employee refuses the promotion. On the contrary, when husband gets a promotion to other place, in many cases his wife has to accompany him even though it will sacrifice her current job position

Since the quality of human resources in term of education and training attainment, among the females' government employees is substantially lower than males, the Government has to give an extra effort to this group.

Notes

1. Paper presented at the 17th General Assembly/Conference of the Eastern Regional Organization for Public Administration (EROPA), Kuala Lumpur, Malaysia, 17-21 November 1997 and also submitted to ADIPA Conference, Depansar, Indonesia, 9-11 December 1998.

2. Labor force participation used here includes all employee's status: employees, employer and own-account workers, unpaid family workers, and not classified. These are the employment status included in the basic ILO data source.

3. The level of female labor force participation in Indonesia is quite similar to that of the international. Studies done by Goldin (1990) and Behrman and Deolalikar (1995) found the average female labor force participation rate around the world was 0.40. The studies also found the level of female labor force participation in Malaysia and the Philippines were about similar to that of the Indonesian. However, Thailand had higher level of female labor force participation compared to other three ASEAN countries, that was 78%.

4. This principle is deeply ingrained, in the State Ideology, Pancasila, and the Constitution of 1945. Consequently, this principle of equality is also embodied in all regulations and legislative acts of the Republic of Indonesia, including the GBHN (National State Guidelines) adopted every five years by the People's Consultative Assembly, which provide direction for formulation of the Five Year Development Plan (Replita). Indonesia, in 1984 also ratified the convention on the Elimination of All Forms of Discrimination Against Women, Act. No. 7/1984.

5. These policies are implemented through various programs such as: training in agricultural technology for women farmers, agricultural extension services, application of

appropriate technology in fish processing industries, formation of women farmer's groups and promotion of collective group activities, provision of credits and support women's access to land, increased utilization of home gardens for improving family nutrition, establishment of demonstration plots for women farmers, etc.

6. In the recent time many micro credit schemes for poor family especially women have been initiated by Government such as Small-Business Credit, Special Credit for Farmers, Prosperous Family Savings and Loans. Micro Credit Summit in Washington DC, USA, February 2-4, 1997 adopted that till the year of 2000 about 100 million poor families around the world will be reached by micro credit schemes. In Indonesia, it is targeted that during that time the credit that adopted in the summit was 100 US dollar/family.

7. In the recruitment stages, job analysis and requirement analysis should be done before the recruitment is proceeded. Furthermore, the recruitment process has been conducted fairly and openly so the government could get the best applicants as many as possible. The next step of human resource development among the government employee candidates is education and training which cover the physical, mentality and discipline aspects. The recruitment process is conducted in order to select the high capability of employee.

8. Female workers more intend to take the diploma degree in teaching field (AKTA I and AKTA II or AKTA III) compared to other field of study based on several reasons such as traditionally female is hoped to be an educator by community and family. Furthermore, many females have no doubt that holding the diploma in teaching field will ensure to get the job easily. On the contrary, holding the diploma in teaching field is considered as a low status of prestige by many males.

9. Currently, several functional positions are approved by the Government such as researcher and functional lecturer. Functional position as a Researcher is separated into 9 (nine) categories such as *Asisten Widyaiswara Muda, Asisten Widyaiswara Madya, Asisten Widyaiswara, Ajun Widyaiswara Muda, Ajun Widyaiswara Madya, Ajun Widyaiswara, Widyaiswara Pratama, Widyaiswara Muda, Widyaiswara Madya, Widyaiswara Utama Pratama, Widyaiswara Utama Muda, Widyaiswara Utama Madya, and Widyaiswara Utama.*

10. The fact that females' wages are less than males' wages does not necessarily mean that females face discrimination in labor markets or that they receive lower returns in labor markets to their schooling or experience. Study done by Behrman and Deolalikar (1995), Goldin (1990), Behrman and Schneider (1994) indicated that female have less schooling than males in most Asian countries. They are also younger than males, which probably is associated with relatively even less work experience and training than males. Therefore the lower wage may simply reflect less schooling and less experience. Behrman and Deolalikar (1995) using the 1986 Indonesian Labor Force Survey (SAKERNAS), found the marginal increases of wage rates and earnings with post-primary schooling are greater in percentage terms for females than for males (e.g., for general senior high school, 9.1% for females and about half as much at 4.7% for males). Thus, these estimates do not suggest that females face strong discrimination in the form of lower rates of return to post-primary schooling investments, as is sometimes claimed.

11. Feminism means that there is a stereotype in the community regarding the status and role of men and women. For example, women are considered to be a nurse or teacher while men are considered to be an engineer, pilot, etc. Women are considered to be a house keeper while men are considered to be a household. Men are considered superior than women. Even though the phenomenon of sex discrimination is lesser than before, this phenomenon still

occurred in community. In many cases, women are still considered as a substitution for men. Family is giving the high priority to the son rather than to the daughter. That is why the ratio between men and women in education attainment is getting worse as the level of education is getting higher. Less of resources could be considered as economic reason for sex discrimination. In the situation where supply of manpower is much higher than demand manpower is given to men rather than to women (see Munandar 1994; Kerr 1991; Davis, & Rinn 1985).

12. Many psychology studies show that women are attacked by "Horner effect" or "fear or success syndrome" when they are competing with men. The consequence is they could not perform well. Besides the "fear of success syndrome", women in many cases also attacked by the "Cinderella complex" which is the feeling of dependence. Furthermore, many studies also show that women in many cases less admire to their academic achievement. They presume that there is a coincidence whenever they are performing well in academic scale (See Munandar 1994; Kerr 1991).

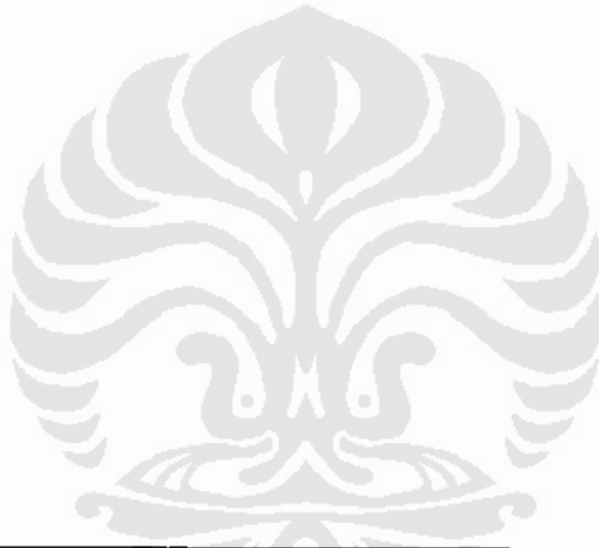
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