# The Perceptions of Gender Bias as a Communication Constraint in the Implementation of Gender Mainstreaming within the Context of Regional Autonomy of the Province of Yogyakarta Special Region

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## Abstract

This study aims to determine the communication constraints in implementing gendermainstreaming programin the province of Yogyakarta within the era of regional autonomy. The program which was initiated in 2000 has not been brought encouraging results. The qualitative research method was used with focus group data collection techniques. Head of the Office of Yogyakarta's Women Empowerment, head of government in the province of Yogyakarta, members of parliament as well as women activists of several women's NGOs were theinformants. The data from the interviews equipped with secondary data collected from the annual report from the Office of Women's Empowerment and all government agencies in the province of Yogyakarta. All data was then analyzed using descriptive-qualitative analysis. The results of this study found that implementation of mainstreaming in all offices in Yogyakarta were not optimized, but the Education Department has a good gender responsive planning, implementation, and evaluation of programs. This study also identified a variety of communication barriers in the implementation of Gender Mainstreaming in Yogyakarta Province agencies, namely: cultural aspects of society's perception that support patriarchy, perception of gender, resulting in work programs and behaviors that gender bias, the absence of data between men and women as a basis for making the program work, the unuse of gender analysis tools in the planning, implementation, and evaluation of work programs, the existence of mutations that are less concerned employee PUG experience, and budget issues that have not been gender responsive. Thus, this study suggests that the government should have the same perception of gender as a basis for making the program work and implemented in a gender responsive planning, implementation, and evaluation of programs. It needs to be supported by personnel in all offices that have a correct perception of the gender mainstreaming, for the sake of harmony and well-being of society, especially in the government of Yogyakarta.

**Keywords**: gender mainstreaming, perception, regional autonomy.

## Introduction

Regional Autonomy was first set forth in Act No. 22 of 1999 and then improved again with the birth of Act No. 32/ 2004. This act has given the opportunity to compete for the region to build their own country and improve people's welfare. Another positive impact of the birth of the Act on Regional Autonomy is a reactivation function of local government in the wheels of government moving the region that was centralized at the central government. Decentralization opens up opportunities in local community participation in monitoring and evaluating performance and even encourage local governments to be more sensitive in responding to issues in society that affect their daily lives, such as health, education, poverty, domestic violence, malnourished children under five and the problems of criminality (Cahayani, 2009: 366).

Regional Autonomy for women gives hope for the opportunity to be involved in the development process. The spirit of regional autonomy is in line with the global discourse on the development of gender mainstreaming.

In Indonesia gender mainstreaming policy embodied in the form of Presidential Instruction No. 9 of 2000 on Gender Mainstreaming

in National Development. President has instructed the executive, ie governors, regents and mayors to implement the strategy of gender mainstreaming in their regional development. They must implement the mainstreaming strategy in all stages of development, ranging from the preparation of the planning, implementation and monitoring of programs or activities, including budgeting (Soeparman, 2006: 35).

Conditions in the field indicates that the proper construction of the welfare of all people in accordance with the spirit of PUG and the Autonomous Region, was only enjoyed by certain groups, namely men, while other groups, namely women are still neglected. In the province of DIY imbalance was seen from the reality of the condition of women still decline. Numbers of women victims of violence in Yogyakarta Special Region (DIY) is still relatively high. Each year the detected cases of violence reach more than 100 cases. Violence cases that often occur are physical, economic and psychological violence. Based on data recorded at the Treatment Forum of Women and Children Victims of Violence DIY, in 2006 there were 116 cases. The number of cases was composed of 70 cases of violence against wives, violence against children 23 cases, 6 cases of rape; unwanted pregnancy is 6 cases, 7 cases of sexual harassment and dating violence in 4 cases. While in 2007 there were 106 cases. Consisting of 64 cases of violence against wives, 17 cases of violence against children, 11 cases of rapes, 4 cases of unwanted pregnancy, 2 cases of sexual harassment and 4 cases of dating violence (Joglo Semar, 13/3/2008).

The position of women in the province of Yogyakarta in the development planning process is also still weak. The data found by the Indonesia Rapid Decentralization Appraisal (IRDA) shows that the DIY community in determining access priority development programs are still very low, because most of the proposed members of the community, including women who are more inputs that are not fit to be tied or set both at the village as well as the district level. Policy formulation is characterized by a pattern of top down, not bottom up. At the time of the district's decision Rakorbang bureaucrats looked dominant as they are in charge of the development fund. Top-down approach is preferred on the grounds of local government in the time efficiency policy formulation process. The phenomenon that should be a concern is that starting from the village and district are invited to attend more in Development Planning Consultation is male, so access is very small for woman. Moreover at the district level that will determine the number of women a priority program of development is very small (Partini, 2004: 321).

This phenomenon indicates that the implementation of mainstreaming in the development process in the province of Yogyakarta is still facing obstacles of communication in the socialization of gender mainstreaming. This is evident from the condition of women is still poor and marginalized in many aspects of development. That's what needs to be studied communication barriers that hinder the implementation of Gender Mainstreaming in the province of Yogyakarta. Expected results of this study can be utilized by sectors associated with gender mainstreaming program to evaluate and improve program implementation so the condition of women in the province of Yogyakarta to improve academically and at the same time is expected to enrich the study of the existence and role of women in the era of regional autonomy.

Deterioration of the condition of the phenomenon of female in Yogyakarta province in the midst of rampant gender mainstreaming program in the era of regional autonomy, the study examines: What are the communication barriers that inhibit the implementation of gender mainstreaming in the province of Yogyakarta in the era of regional autonomy?

Discussion on gender and communication, can be used as a theoretical framework of reference, namely: Genderlect Styles (from Deborah Tannen); Standpoint Theory (Sandra Harding and Julia of Wood), and Muted Group Theory (from Cheris Kramarae). According Genderlect Styles (Griffin, 2006:470), Deborah Tannent describe ignorance (misunderstanding) between men and women with regard to the fact that women are the focus of talks connectivity, while men in the service status and independence.

Styles Genderlect talking-talking style is not what is said but how to say it. Tannent believe that there is a gap between men and women, because each one is in a position of cross-cultural (cross culture), it is necessary to anticipate with regard to gap it. Failure to observe differences in speaking style can bring a big problem. The differences lie in: (1) The tendency of feminist versus masculine, this should be viewed as two distinct dialects: between superior and inferior in the talks. Feminist community-to build relationships, and demonstrate responsiveness. Masculine community-complete the task; declare themselves, and gain power. (2) She has a passion for connection versus male desire for status. Connection is closely related to the closeness, the status is closely linked to power (power). (3) report talk versus rapport talk. Linguistic cultural differences play a role in arranging verbal contact between men and women. Rapport-talk is the term used to assess the chatter of women who tend to seem sympathetic. Report talk is the term used to assess male chats likely what it is, just arrived. With regard to these values, Tanent describe findings that are categorized as follows, (Griffin, 2006:474):

a. Private versus public speaking speaking, in this category found that women are more talkative in private conversation. While men more involved public conversation, men use conversation as a statement of the command functions; convey information; asking for approval.

b. Telling a story, the stories describe the expectations, needs, and values of the narrator. In this category of men more than women-in particular talked about the joke. Story jokes are a way of negotiating masculine status.

c. Listening, women tend to maintain the view, often nodded, muttering as the sign has to listen and express togetherness. Men in terms of trying to blur the impression of listening to it-as an effort to maintain his status.

d. Asking questions, when they want to talk to interrupt the speaker, women express approval in advance. Tanent call it a cooperative-a sign of sympathetic rapport rather than competitive. In men, an interrupt is seen by Tanent as power or power to control the conversation. In other words, the questions used by women to memantabkan relationships, and to refine the disagreement with the speaker, while the men were taking the opportunity to ask in an effort to make the speaker to be weak.

e. Conflict, women view conflict as a threat and should be avoided. Men usually start a conflict but less happy to maintain it.

According Standpoint Theory (Griffin, 2006:482), Sandra Harding and Julia T. Wood agreed that men and women have separate perspectives, and not see it as something that is equivalent. Different locations in the social hierarchy affect what is seen. Society assumes that women as a minority perceives the world differently than the ruling or the majority of men. Standpoint is a place from which the view of the world and whatever the point of view. Synonyms of this term are the viewpoint, perspective, outlook and position.

Basic philosophy of this theory is the class struggle of the proletariat-like philosophy of Karl Marx and Friedrich Engels. Sandra Harding and Julia T. Wood recommend the struggle against gender discrimination. These figures do not characterize gender differences in biological or instinctual or intuitive, but the difference was as a result of cultural expectations and treatment groups in terms of receiving another group. Culture is not experienced identically, culture is the rule hierarchy so that the group who are intended to offer the power, the opportunity to its members. In this case this theory states that women are positioned low on the hierarchy of positions than men. Gender is a system of meaning, the point of view through the position where most men and women are separated in the environment, material, and symbolic.

According to Muted Group Theory or Group Theory Mute (West and Turner, 2008: 200), Griffin, 2006:494), Cheris Kramarae see discussion of men and women as unequal exchange between parties who have power in society and what does not. Based on his analysis that women are less able to articulate themselves or fight for themselves than men in the public sector. This is due to the word in the language and norms which had been controlled by men.

Throughout the discussion of women as tentative and trivial, the dominant position of men safe. Kramarae believes that silence women tend to attenuate, control in life will increase. Cheris Kramarae suggests the basic assumptions of this theory as follows: (1) Women respond to the world differently from men because of different experiences and activities that are rooted in the division of labor. (2) Based on political dominance, the male perception system becomes more dominant, inhibiting the free expression of alternative thinking woman. (3) In order to participate in society, women must change perspective into the system an acceptable expression of male.

Kramarae (in the West and Turner, 2008: 200) put forward a number of hypotheses about women's communication is based on some research findings. (1) Women experience more difficulty in expressing themselves than men. (2) Women are more easily understand the meaning of men than men understand the meaning of women. (3) Women have been creating their own ways of expression outside the system of male dominance. (4) Women tend to express dissatisfaction about communication more than males. (5) Women are often trying to change the rules of the dominant communication in order to avoid or oppose the conventional rules. (6) Traditionally women are less produce new words are popular in the wider society; consequently, they are not considered to have contributed to the language. (7) Women have a different conception of the humorous man.

These theories are relevant to the phenomenon of people, especially the staff of the ministries of the Province of DIY. Perceptions of people who think that men are superior to perempauan still characterize the process of communication in most offices in the province of Yogyakarta. It can trigger a variety of other communications issues, such as election officials, the division of duties, etc., it is necessary to identify obstacles to communication in the socialization of Pug that sought the best solution.

**Research Method**

This study is an evaluative research, which evaluates the implementation of gender mainstreaming program in the era of regional autonomy in the province of Yogyakarta and then map the communication barriers that cause delays in program implementation in the province of DIY.

Primary data was collected from the Focus Group Discussion (FGD) that have been conducted on August 19, 2009 by inviting subject of study as follows:
- Head of Women and Community Empowerment (BPPM) DIY Province.
- Entire head office in Yogyakarta province, namely (1) Department of Health, (2) Department of Agriculture, (3) Department of Manpower and Transmigration, (4) Department of Transportation, (5) Department of Fisheries and Marine Resources, (6) Department of Tourism, (7) Department of Culture, (8) Department of Education, (9) Department of Industry, Commerce and Cooperatives, (10) Department of Social Welfare, (11) Department of Revenue and Finance, (12) Forestry and (13) Department of Settlement and Regional Infrastructure.
- Head of the National Family Planning Coordinating Board of DIY.
- Member of provincial parliament DIY.
- Activist women of Yasanti, Discourse Partners and Regional Ombudsman Institute.

Some important points to be in the focus group discussion is the perception of the concept of gender, experience of each agency in implementing the program PUG and communication constraints in implementing the program PUG.

After the FGD was held, on another occasion in-depth interviews (depth interview) with the informants / subjects separately to enrich and deepen the data have been obtained from the FGD. Interviews have been conducted with several officials at the provincial office of DIY, Mom and Dad Sularso Carolina that handles PUG in the BPPM, activists from the Yasanti Muftiyanah Istiatun and Amin who had been involved actively in the forum TKPBG, activists from the IPPA and the Institute for Private Ombusman (LOS) ie Budi Wahyuni, mother Tuti Purwani (former chairman KPP), Wasingatu

Zakiyah of IDEA and the mother Isti'anah (DIY legislators). Data collected through FGDs and in-depth interviews include:

- An understanding of gender concepts.
- The view on the concept of gender.
- Experience legislators when drawing up a budget that a gender perspective.
- The experience of government services in the field in the official work program aligns with the strategy of Gender Mainstreaming.
- Understanding the bureaucrats of gender analysis tools.
- Experiences of women activists in advocating the construction of a gender perspective.

Meanwhile, secondary data will be collected from several sources as follows:

An annual report from each of the Government Office in the province of Yogyakarta.

- The results of the provincial parliament budget committee meeting that discussed the Budget DIY to the Office of Women's Empowerment.
- Annual Report of the working program of KPP.
- Report of advocacy activities of NGOs PUG female.
- The results of previous studies of the research team related to the aspect of gender equality and programs for women.

The collected data were analyzed with descriptive-qualitative techniques. First of all reduced data to determine which ones are relevant to the substance of the research and what is not. The result of data reduction is then created categorization to sort out the data based on the categories that have been determined. In the data analysis process created a matrix of communication barriers that hinder the implementation of Gender Mainstreaming in the province of Yogyakarta. To facilitate reading the data and draw conclusions, data analysis involves "theoretical discussions" between the findings obtained from research with communication theory that address the gender, as well as similar studies of other researchers have done.

**Research Result and Discussion**

A discussion of gender is the study of intercultural communication, intercultural communication given place between people of different cultures, including national, ethnic, race, language, religion, educational level, social status, or even gender (Mulyana, 2000). Intercultural communication as defined in this study is the communication between male and female, are characterized by differences in perceptions about the customs, language, customs, and norms or cultural values in the relations between men and women. Some important things to be explained, in understanding the constraints of gender communication, namely: the perception of gender, komunikai verbal and nonverbal communication. The third element is the basic cause of the failure of the building, as well as successes, gender communication.

Intercultural communication occurs when the sender of the message (sender) is a member of a particular culture is the recipient (receiver) members of other cultures. In this communication, the obstacles will arise in which a message is encoded (encoding) in a culture and should be re-encoded (decoding) within other cultures. This requires attention, because culture affects people's behavior in communication, intercultural communication therefore to be running smoothly, the parties involved in the communication must have the same perception of the culture (customs) and the cultural values espoused by the men and women. In this study of employees in ministries of the Province of men and women should have the same perception of gender mainstreaming.

Perception of the concept substantially gendermainstreaming get the idea of the three sources of fundamental principles. First is placing the individual as a whole person. This principle is derived from the paradigm of politics of difference that saw women and men as one who has the responsibility of each. As human beings, women and men should get the same respect and reverence. This principle refuses to treat women and men according to their social roles as husband or wife and who does not care that women and men have their individual needs which may be different. Second, that democracy means placing members of civil society in governance processes. Democracy also means the participation of civil society in designing and develop-

ing policies that will affect their lives. In this aspect of democracy emphasizes the importance of mainstreaming women's involvement in the development planning process. The third is the Fairness (equity), justice (fairness and the rule of law) and equity (equality). The third principle is more commonly known as social justice (Silawati, 2006: 22-23).

According to the Presidential Directive of 2000 attempts to implement a gender mainstreaming requires seven basic elements, namely political support, policy, resource, data and information systems, institutional, gender analysis tools and support for civil society. Unfortunately the emphasis on the seventh aspect makes many people are too busy on the seventh it is actually just a prerequisite, not the core of the implementation of gender mainstreaming. The more important step is a real involvement in the process of policy formulation and program development, from planning to monitoring and evaluation.

The study, conducted Silawati (2006: 23-29) concluded that the effectiveness of the implementation of Gender Mainstreaming strategy is largely determined by the strengthening of the seven requirements above along with the courage to include the gender dimension in the planning, implementation, and monitoring and evaluation of development policies and prograam. All that can not be separated from: (1) political support by advocating for policy makers in the executive, judicial and legislative branches of the meaning of gender mainstreaming, (2) revaluation of all products so that no more policies are contrary to the policy of gender equality, (3) resources that will be implementing the gender mainstreaming program, (4) data and information systems are inadequate to describe the status and condition of women, (5) institutional, that is revitalizing the Office of Women that have self-confidence when confronted with other sectors , (6) analysis tool that can download the gender-format format of planning, implementation, monitoring and evaluation of development, and (7) support civil society to strengthen the political and policy support.

Kartika according to the study, said: "Gender mainstraeming is fine, but do not be accusatory nature". Attraction is finally happening between the understanding of mainstreaming strategy (which is actually not complete because of the concept of gender ketidakpamahan), attempt to perpetuate the social culture, governance and business conduct with the planning as stated in the Strategic Plan (Strategic Plan) District and Local Government Work Plan (Kartika, 2006: 67).

Such phenomena are not only unique to Indonesia, as in other countries also show similar symptoms. Thelma Kay of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) suggested that in the countries of the Asia-Pacific is not just a matter of culture that hinder the implementation of mainstreaming, but also because the national as government regulations, human resources, and skills still technically weak. In addition the law does not yet support the implementation of Gender Mainstreaming. Law enforcement officials also have not been trained to use a gender-just laws. Gender mainstreaming also not be used as a basis for judgment (Women's Journal, Issue 50, 2006: 59).

In the province of Yogyakarta, the difficulty to perform the construction of a gender perspective also constrained by the lack of explanation given by the Office of Women's Empowerment (KPP) when dealing with the legislature. Women's programs that were presented in front of KPP legislators often get criticism and questions are blind from lawmakers who disagree with specific programs for women. The attitude of some members of the legislature to make such a KPP cornered and less able to provide convincing arguments why these programs will be conducted. However the approved budget for the KPP Parliament increased from year to year. This achievement is inseparable from the support of female legislators to KPP KPP way to help strengthen the argument about the importance of programs for women during a meeting of the Budget Committee (Goddess and Ilkodar, 2007:34-35).

This study comprehensively map out the actual barriers impede communication DIY PUG in the province that has been run since 2000. Barriers can be seen from the seven basic requirements that the successful implementation of Gender Mainstreaming: (1) political support, (2) policy, (3) resources, (4) data and information systems, (5) institutional, (6) gender analysis tools and (7) support civil society.

In line with the spirit of regional autonomy, the aspect of public support for the views of how much women have contributed to also determine, support and evaluate development programs are linked to their livelihood.

The following description of the condition of women in Yogyakarta by Yogyakarta Gender Statistics and analysis of the 2006 employment, public sector, and various data of violence against women in Yogyakarta.

**Employment**

According to the Act of 1945 section 21 and 27 ensure equal rights and obligations for the inhabitants without distinction of male or female in the field of work, politics and law. In fact what has been outlined is not going as it should be. Not surprisingly, when the opportunity to obtain jobs in certain sectors, between women and men are unequal and the consideration received is not the same. The limited access of women to try/work in a productive economy, including the capital and business training is a one-on-one problem experienced by women.

Percentage of population aged 15 years and over who worked showed the highest rate compared to other activities, such as the unemployed, school, household, or other. However, if observed more carefully it turns out the participation of women in the workforce is still lower than men. In 2004, the percentage of women who work recorded only 59.1 percent, smaller than the men who worked to reach 76.0 percent. Meanwhile, the percentage of women working in 2005 and even fell to 56.0 percent, the group of men also happens to be a 73.2 percent decline.

There are two main indicators are often used to see the participation of residents in the area of employment. First, is the Labour Force Participation Rate (LFPR) which is the ratio between the number of labor force with a total population of working age. Second, is the Unemployment Rate (TPT) which is the ratio of the number of unemployed to the number of labor force.

Table 1. Population Age 15 Years above on the Main Activities and Sex, Yogyakarta Special Province, 2004-2005

| Main activity | Female |
|---|---|
| (1) | (2) |
| Work | |
| Unemployed | |
| School | |
| Household | |
| Other | |

Sources: Statistical Analysis of Provincial Gender, Yogyakarta, 2006

Table 2. Labor Force Participation Rate (LFPR) Gender, Yogyakarta Special Region, 2004-2005

| Sex |
|---|
| (1) |
| Female |
| Male |

Sources: Statistical Analysis of Provincial Gender, Yogyakarta, 2006

Number of female population from year to year is always greater than the number of the male population, but labor force participation of women is always lower than the labor force participation of men. In 2005. LFPR of women and men in different Yogyakarta Special Province is large enough, ie, 60.9 versus 78.8.

**Public Sector**

Perceptions of women now have a lot of progress. Today more and more women are involved in determining the direction and movement along with the development of nation and culture that is conducive. Women have a lot to participate in the public sector, as an executive or engaged in politics.

This is shown by the composition of members of parliament according to sex in an area can reflect how much the democratic principles have been applied in the area. Supposedly, the composition of the population is almost equally between the number of men to women is the composition of its legislators were properly balanced.

Hope it does not always come true. The number of members of parliament of the Province of Yogyakarta period 2004-2009 is still dominated by men, where their number is 90.91 percent of all members, while the number of women is only 9.09 per cent (Journal of women 46, 2006:28).

Judging from the composition of legislators in Parliament each district / city level, women who are members of the legislature is still far lower percentage than men, so does the percentage of legislators in the provincial parliament, as shown in the table 3.

Aside from being a politician in the legislature, any woman in public life may play a role, such as in the executive branch as a civil servant.

Number of Civil Servants and the Central Region by region and gender placement in the province of Yogyakarta, is described in the tables 4 and figures 1.

Graphic image shows that in general the percentage of women are lower than the civil servants of men. However, in 2002 there were an increasing number of female civil servants are quite high, approaching 60 percent (53.63 per-

Table 3 Number of Members of Parliament by Region and Gender Special Province of Yogyakarta, in 1999-2004 and 2004-2009

| Region | |
|--------|--------|
| | Female |
| (1) | (2) |
| Yogyakarta Province | 5 (9,09%) |
| Bantul | 3 (6,67%) |
| Kulonprogo | 2 (5,56%) |
| Gunungkidul | 2 (4,44%) |
| Sleman | 2 (4,44%) |
| Yogyakarta | 1 |

Sources: Statistical Analysis of Provincial Gender, Yogyakarta, 2006

Table 4 Number of Civil Servants and the Regional Center Placement by Region and Sex,
Yogyakarta Special Province, in 2001-2005

| Region Placement | Male | |
|---|---|---|
| | Sum | |
| (1) | (2) | |
| Kulonprogo | 5.803 | |
| Bantul | 8.928 | |
| Gunungkidul | 8.250 | |
| Sleman | 17.187 | |
| Yogyakarta | 11.979 | |
| Total | 52.147 | |
| 2004 | 53.333 | |

Sources: Statistical Analysis of Provincial Gender, Yogyakarta, 2006

Figure 1. The percentage of civil servants (PNS) by Sex
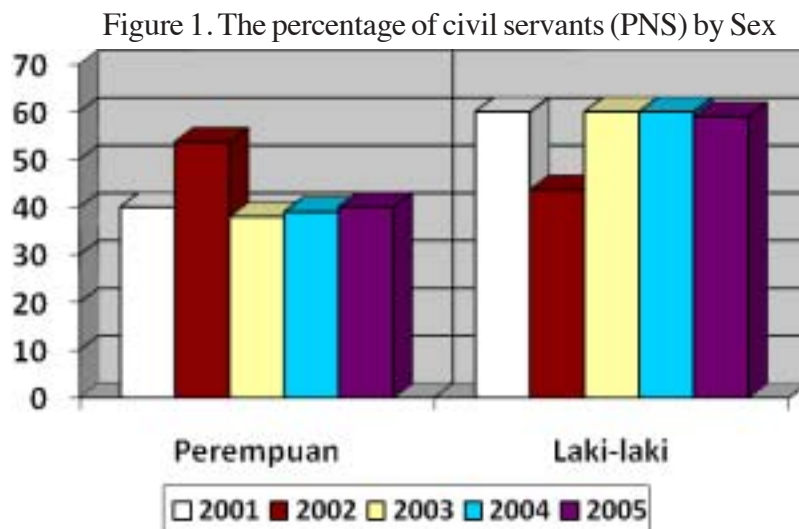


Sources: Statistical Analysis of Provincial Gender, Yogyakarta, 2006

cent), while the percentage of male civil servants in the year actually went down (43.65 percent). The percentage change is probably something to do with changing the status of civil servants and local centers for regional autonomy.

Positions in the legal field by gender in the province of Yogyakarta Special Region showed a similar composition to the composition of the Civil Service. Data from the Depart-ment of Justice, 2000, show that the number of judges in the Special Province of Yogyakarta is 69 people comprising 25 men (36.2 percent) women and 44 men (63.8 percent) males.

**Violance toward Woman**

Emergence of various forms of violence against women is caused by power inequalities that exist in society. The forms can be catego-rized as crimes of violence against women in-

cluding rape, domestic violence or domestic violence, and sexual harassment.

Although very costly, almost every community in the world has social institutions that legitimize, obscure, and deny the occurrence of violence against women. When violence happened to workers, neighbors, or acquaintances, the perpetrator can be punished, but the same thing is often not questioned or punished when the violence done by men against women, especially in the family

With the formation of the institutional Office of the Provincial women's empowerment in 2004, it has established a partnership network of stakeholders in a forum Handling Victims of Violence Against Women and Children (PK2PA Forum) by involving various government agencies, the private sector (NGOs) who is always trying menagani victims of violence against women and children.

Based on a Forum for Victims of Violence Treatment for Women and Children, the emergence of various forms of violence against women and children caused by the existing power inequalities in society. The forms can be categorized as crimes of violence against women include rape, domestic violence or domestic violence, and sexual harassment. In 2006 there were 560 cases of victims of violence are handled by members of the forum PK2PA (Source: Statistics of Provincial Gender and Analysis of DI. Yogyakarta, 2006).

From the data available, cases of violence against women showed an increasing trend, which is based Data Violence against Women in 2005-2006 the following:

The above data suggests that cases of violence against women showed an increasing trend or tendency. Therefore need to watch out carefully and the need for wise and handling wise so that the problem of violence against women is an issue more complex.

PUG program implementation in the province of DIY has run since 2000 can be seen from the seven basic requirements that the successful implementation of Gender Mainstreaming: (1) political support, (2) policy, (3) resources, (4) data and information systems, (5) institutional, (6) gender analysis tools and (7) support civil society.

**Political Support**

Support to Gender Mainstreaming is poured in the manufacture of SK Governor / Mayor / Head of Team / Working Group, PUG or other similar names.

Before the implementation of Permendagri No PUG. 15 of 2008:
A. Gender Development Coordination Team, established by Decree of the Governor Governor's Decree No. 33/Tim/2003 jo 11/Tim/2006 Number.
Made up of working groups, namely:
a. Working Groups PUG
b. Improved Quality of Life of Women Working Group
c. Working Group Protection of the Rights of Women and Children.
Duty TKPBG: (more emphasis on the empowerment of women)

Table 5 Data Victims of violence against women in the Integrated Service Center for Women and Children "Dyah Rekso Utami" Yogyakarta Special Province in 2005-2006

| No | Case categ |
|----|------------|
| (1) | (2) |
| 1 | Violance toward wife |
| 2 | Violance toward child |
| 3 | Sexual harrasment |
| 4 | Unwanted pregnancy |
| 5 | Violance in relationsh |
| 6 | Rape |
| | Total |

Sources: Statistical Analysis of Provincial Gender, Yogyakarta, 2006

a. Identify and anticipate problems of women's empowerment and child protection in the province of Yogyakarta.

b. Coordinate the implementation of development programs gender perspective.

c. Support the Annual Work Program for Women's Empowerment and Five Year.

d. Implement an evaluation program for Women's Empowerment in the province of Yogyakarta.

e. Report the results of the implementation of women's empowerment program to the Governor of Yogyakarta.

B. Facilitating Gender Development Council

C. Forming and Facilitating Coordination Forum include:

a. Coordination Forum PUG evaluation

b. Improved Quality of Life Women's Forum (PKHP)

c. PUG Forum Religious Organizations

d. Female Actors Economic Forum

e. Management Forum for Victims of Violence Against Women and Children

Post-implementation Permendagri No PUG. 15 Year 2008 on General Guidelines for Implementation of Gender Mainstreaming in the Region.

1. Gender Mainstreaming Working Group formed by the Governor Decree No. 52/KEP/ 2009 on the establishment of the Working Group on Gender Mainstreaming in the Province of Yogyakarta (Ninth Dictum does not mandate the enactment of the Governor Decree No. 11/Tim/2006 on the Establishment of Gender Development Coordination Team.

2. Forming and Facilitating Coordination Forum include:

a. PUG Forum Coordination with the Governor Decree number: 107/KEP/2009 on Forum Coordination and Evaluation of Gender Mainstreaming in Special Region of Yogyakarta.

b. Improved Quality of Life Women's Forum (PKHP) by Decree number: 105/KEP/2009 on Improving the Quality of Life Women's Forum (PKHP) in Special Region of Yogyakarta

c. PUG Forum Religious Organizations with DIY Decree number: Mainstreaming Gender 106/ KEP/2009 about the Forum of Religious Or-

ganizations in the Province of Yogyakarta Special Region

d. Management Forum for Victims of Violence Against Women and Children.

DIY support from the provincial government has been given, but its implementation in the field formed groups are not able to perform its role. Constraints faced by, among others, there are gender differences in perception among government officials in the province. There are agencies that have a true PUG perceive the education office. They have made the work program, implement, and monitor gender-responsive programs. This is related to the commitment the Department of Education (center) which has implemented a PUG.

The results of this study found that most of the staff offices in the province still has a perception of gender bias or gender neutral. For example, when there is an invitation or a discussion of gender training, leadership is always recommended that women should follow the event, their assumption, equated with the female gender, but it is less precise. The occurrence of false perceptions about gender resulted in a work program related services or any gender bias is still just a gender-neutral, not gender responsive.

Of the five districts in the province, the highest commitment to implement the PUG is a city of Yogyakarta. Yogyakarta's commitment, demonstrated by the formation of working groups with the Mayor of Yogyakarta no 292/ KD/Tahun SK 2003.

**Policy Framework**

The cornerstone policy in the conduct of the provincial government PUG D, I, Y, including the City, both the legal basis (which binds to the District & Sub = new SK) and the operational basis (Guidelines - guidelines) does not exist.

The absence of such grounding Operational guidelines and technical instructions, resulting from, among others, the perception of gender differences in each and every department in the province. In addition it was found also constraints in the form of the strong patriarchal culture among employees, so it's only natural (plain)

if the policy is dominated by men rather than women.

Regional Development Policy of Yogyakarta is gender neutral, such as REPETADA CITY YOGYAKARTA / Short-Term Development Policy (Not included in the compile GAP).

## Structure and Government Mechanism

The organizational structure of local government varies a structural unit such as section/subsection/section in the Bureau, Agency, with not too high echelon. Education in the Department of DIY, there is a sub section under the coordination PNFI Gender Manstreaming. In most of the other agency has not given specific tasks to handle the Gender Mainstreaming.

Organizational Structure of the Government of Yogyakarta and Welfare Section Gender Mainstreaming.

Unit PUG Ad Hoc Working Group on the government as DI. Yogyakarta still have to continue its role as the involvement of activists working dioptimalkan Jaringan PSW, NGOs, concerned gender should still continue to be able to be optimal.

Constraints experienced by agencies of DIY among other cases, mutations employees. There is a long-PUG dikader handle in one department, suddenly transferred to another department. In the agency considered it was he who had the most correct perception about PUG but in a new place, he was not placed on the section PUG, even given another assignment.

## Sources

a. Human resource

HR has had a gender sensitivity and the correct perception of gender, is available, although not evenly distributed in every department and existing courses. Generally they have not been able to empower gender equality and justice as well as championing the work environment. Educational inequality and economic (employment) is still happening, this can be seen from the literacy rate and labor force on Gender development Index (GDI) in 2006 in DIY. Lit-

eracy rate, male while female 81.6 92.7. Labor force, male and female 57.45 42.55.

In addition to these circumstances, malnutrition and access to health services:

• High rates of maternal mortality. Every hour, two maternal death in Indonesia (Indonesia Demographic and Health Survey, IDHS).

• Population without access to safe water (%) 1999:53,7; 2002:42,3%

• Population without access to health facilities and 1999: 9.6; 2002: 4.2

• Young children undernourished 1999: 24.0; 2002: 17.0 (IPM, 2004)

The above conditions exacerbated by lack of budget realities for women and children.

b. Fund sources

Source of Funds from the budget are available at City Yokyakarta of 2008 by 2.3% (already including the PKK funding, Related Services).

• Budgets are the most concrete manifestation of policy and program planning because it involves the allocation of government resources.

• gender responsive policies in the budget is a budget that responds to the needs of women.

• The policy will appear if there are concrete proposals from women's groups associated with the proposed issues and needs.

• Hopefully, any budgetary policy to consider the practical needs and strategic gender minority groups.

• So far, women and children are categorized into groups so that the minority gender in development planning and implementation must be responsive to the needs of women and children.

• The magnitude of the health budget needed to solve health problems make the local government needs to make a priority in their activities.

• Priorities are not independent of the budget whichever is required by residents.

• Priority can be seen from the allocation set forth in every rupiah.

• Other efforts need to be considered to address the limited health budget is the effec-

tiveness of every dollar that rains so there is no waste.

With an informative and RKA SKPD measurable and away from the impression waste in each activity is expected to achieve the expected activities and division of labor to clear the size of the escort.

Constraints experienced were the lack of disaggregated data in each province DIY service, making it difficult to make budget progrrm with a gender perspective.

## Data and Information System

Gender profile of Yogyakarta have been prepared either on their own initiative as well as orders from the center. Gender profile in contrast to the DIY government still neatly arranged. This is because System Information (Profile Gender) has not been communicated to the Department or District, Village / Village. The obstacles are a very limited budget because of regional autonomy in the community must use the appropriate budgetary revenue (PAD), while the PAD DIY recent years is not too high.

## Gender Analysis Instrument

Gender analysis tools in the form of access, control, participation, and the benefit program for women was not optimal. Access of women in decision-making is one indicator of whether a lot of interest as well as women's issues can be resolved by a process of public policy. Parties can access the public policy the first time in the village, among others, officials and disbursing them BKM. Of the existing institutional administrators in the quantity of women still in the share of 24%. Of 24% is not much of a strategic position held. Most of these 24% are in the position of the back office or support, not decision makers.

## Role of Society

Involvement of community leaders, especially the NGOs are optimal, only a few other figures such as religious leaders have not been optimal. Patisipasi Women in the Planning, Budgeting, Implementation, Monitoring and Evaluation Office is still relatively small the Ministry of Women Affairs (now the Agency for Women and Community Empowerment = BPPM).

## Discussion

The results above are relevant to the opinion Tannent (Griffin, 2006:474) who believes that there is a gap between men and women, because each is in a position of cross-cultural (cross culture). It can be observed in different speaking styles, such as: (1) The tendency of male employees are superior and women inferior. Female employees tend to build relationships and male employees to complete the task and get the power. (2) Employees desiring to connect women versus men desire for status. Closely related to the proximity of the connection, the status is closely linked to power (power). (3) There is a linguistic cultural differences play a role in arranging verbal contact between men and women. Rapport-talk is the term used to assess the chatter of women who tend to seem sympathetic. Report talk is the term used to assess male chats likely it is, just up. With regard to these values, women are more talkative in private conversation. While men more involved public speaking, men are using the talks as a statement of the command functions; convey information; for approval. Employees more men than women, in particular talked about the joke. Story jokes are a way of negotiating masculine status. Female employees tend to keep their views, often nodded, muttering as the sign has to listen and express togetherness. Male employees in terms of trying to blur the impression of listening to it-as an effort to maintain his status. Female employee saw the conflict as a threat and should be avoided while male employees usually start conflict but less happy to maintain it.

These results are relevant also with Standpoint Theory (Griffin, 2006:482), Sandra Harding and Julia T. Wood assumes that men and women have separate perspectives, and do not see it as something equivalent. Positions and different positions in the social hierarchy affects communication between men and women. People assume that women as a minority perceive the world differently than the ruling or the

majority of men. Standpoint is a place from which the view of the world and any point of view.

Sandra Harding and Julia T. Wood recommends the struggle against gender discrimination. The figures do not characterize gender differences in biological or instinct or intuition, but the difference was as a result of cultural expectations and treatment groups in terms of accepting other groups. Culture is not experienced identically, culture is a hierarchy of rules that groups that have tended to offer a position of power, opportunities to its members. In this case this theory states that women are positioned on a lower hierarchical positions than men. Gender is a system of meaning, the point of view through a position in which most men and women are separated in the environment, material, and symbolic.

The results of this study is also relevant to the assumption of Muted Group Theory or the Theory Group of Silence (West and Turner, 2008: 200), that the talks between officials of men and women as unequal exchange between parties who have power in government offices and the Provincial no. Women are less able to articulate themselves or fight for themselves than men in the public sector. This is due to the constraints of gender differences in perception that has been controlled by men, male dominant position more secure. Silence of the female respondents seen as responding to the world of women employees differently than men because of different experiences and activities, which are rooted in a different division of labor. Based on its political dominance, the perception that men are more dominant, inhibiting the free expression of alternative thinking woman. In order to participate in society, women have to change perspective into the system an acceptable expression of male.

## Conclusion

Dimensions of gender equality and justice still has not become mainstream in all program policies, and development activities in the DI regional autonomy. Yogyakarta.

Constraints are:

1. The correct perception of Gender Equality and Justice (PUG) has not been evenly distributed to all Department and Government Study at DIY, so the result of public policies that produced less gender responsive.
2. Communication within the community still supports the existence of a patriarchal culture shows the difference between the roles of men and women, so that hampered the implementation of Gender Mainstreaming.
3. The absence of data disaggregated between men and women can prevent gender-responsive programming.
4. Yet dioptimalkannya gender analysis tools in the planning, implementation, and evaluation program.
5. Not optimal performance of the Working Group was established by decree of the Governor.
6. Competent human resources issues dealing with very little PUG.
7. Problems that have not been gender-responsive budgets.

## Recommendation

• The importance of legislation and regulations that ensure the involvement and representation of women in the entire development process of regional autonomy.
• Dissemination of the correct perception of gender mainstreaming in the budget.
• The need for women's representation in the institutions of policy maker budget (the Budget Committee of Parliament, the Executive Budget Team, SKPD)
• Should Gender Mainstreaming in Planning and Budgeting
• There should be gender responsive budget transparency.
• Keep the data disaggregated by gender
• budget policy in all sectors based on gender analysis.
• Indicators of output and a specific budget beneficiaries, and disaggregated by gender.
• the budget needed to encourage men's involvement in domestic affairs and reproductive.

- Increase women's share of the budget, the support for empowerment, not perpetuate the stereotype that women are lower than men.
- Need to approach gender responsive programs.

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