Cultural Management Perspective of Research Gender Mainstream Success

Lisdiyanti
Undiknas Graduate School, Denpasar, Indonesia
Corresponding author email: anti.lisdi@gmail.com

Gede Sri Darma
Undiknas Graduate School, Denpasar, Indonesia
Email: sridarma@undiknas.ac.id

Abstract---This study aims to see the success of the implementation of gender mainstreaming in the perspective of cultural management, especially in developing a career at DJKN Regional Office in Bali and Nusa Tenggara. The methodology used in this study is descriptive qualitative using a purposive sampling technique where the informants were female or male employees aged between 25-50 years with a minimum education bachelor degree and willing to be informants. Data collected will be analyzed by reducing data, presenting data, and drawing conclusions. The validity of the data will be tested by triangulating the data so it is expected that the data presented is valid. The result of this study indicates that in the Regional Office of DJKN Bali and Nusa Tenggara, there is no difference in access to information and opportunities for career development, but the pattern of employee rotations and culture is still an obstacle for female employees to have an interest in being promoted. Besides, in socializing gender mainstreaming itself is still hampered in terms of cost. This is because postal costs related to PUG do not yet exist in each regional office. After all, the Gender analysis pathway has not been implemented well. This research is to provide a new perspective in implementing gender mainstream (PUG) using culture management. To implementing gender mainstreaming (PUG), policies, commitment from leaders, and cultural management are needed to change employee motivation. In the future, the next researcher is expected to examine more depth about gender mainstream (PUG) using culture management.
Keywords---bureaucratic reform, career development, culture management, gender mainstream (PUG).

Introduction

The development of the organization is becoming increasingly dynamic along with the era of the Industrial Revolution 4.0. Many new issues arise that not only oppose the organization itself but also against the resources within the organization. To be able to adjust to the 4.0 era, of course, the government must carry out bureaucratic reform. Bureaucratic reform is a process of renewing and changing the system of governance that is oriented to 2 (two) important aspects namely safety (organization) and aspects of human resources (HR) of the state apparatus. The bureaucratic reform program focused on 8 (eight) areas of change, namely in the organization, governance, human resources/apparatus, statutory regulations, supervision, accountability, public governance, and the work culture of the state apparatus. Bureaucratic reform that is carried out focuses on structuring and sharpening functions within the organization, improving work processes, and improving the quality of human resources as seen in Figure 1.

To succeed in the implementation of the bureaucratic reform program requires a strong commitment from each state apparatus involved in the organization (Wihantoro *et al.,* 2015; Dhaliwal & Hanna, 2017). Directorate General of State Assets (DJKN) as one of the work units at the Ministry of Finance of the Republic of Indonesia concerns on Gender mainstreaming (PUG) in implementing bureaucratic reform and institutional transformation, so that, to

support the implementation of PUG a Circular Letter (SE) of the Director-General of State Assets (DJKN) number 5 of 2018 concerning to strengthening the implementation of Gender Mainstreaming (PUG) in the DJKN environment.
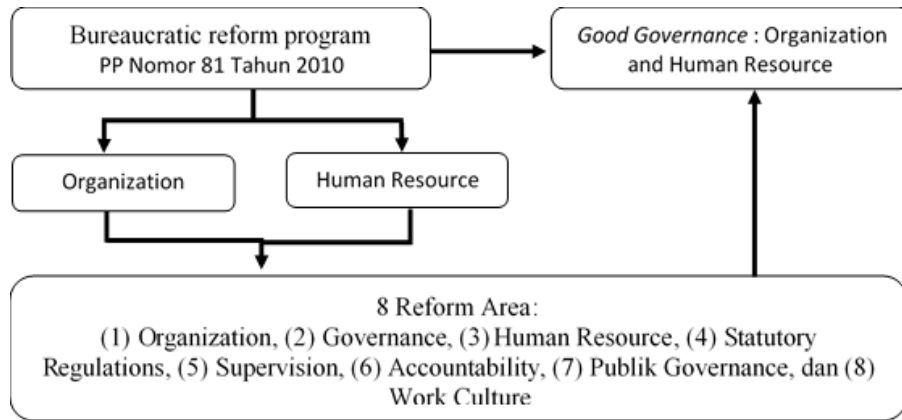

Figure 1. Bureaucratic reform

Based on the Direktur Jenderal Kekayaan Negara, (2018) PUG is defined as a development strategy to achieve justice and gender equality through program policies that pay attention to the experiences, aspirations, needs, and problems of women, men, children, the elderly and the disabled in the process of planning, implementing, monitoring and evaluating all aspects of life and development. The Direktur Jenderal Kekayaan Negara, (2018) also states that 30% of leaders in DJKN must be women.

PUG in its implementation is expected to integrate the gender perspective in the entire planning, budgeting, implementation, and monitoring and evaluation process of the Ministry of Finance's policies, programs, and activities. Besides, PUG is also expected to be able to integrate gender effectiveness into the internal culture of the Ministry of Finance, resulting in an institutional culture that is sensitive to gender issues.

Regional DJKN Bali and Nusa Tenggara Regional Offices will also carry out PUG as a form of bureaucratic transformation. In the implementation, many cultural factors become obstacles. In Balinese society especially women have many obligations in preparing traditional events or religious ceremonies so that most Balinese female employees prefer jobs that do not require large responsibilities. However, if we trace back this cultural barrier, it is felt not only by native Balinese employees but also by non-Balinese employees. Besides, based on the initial data distribution, it was obtained that the quota for female leaders was only 3 out of 22 leadership positions in the Regional Office of DJKN Bali and Nusa Tenggara or it could be said that the 30% quota had not been fulfilled.

Figure 2. Position level data distribution by gender
Source: Regional Office DJKN Bali and Nusa Tenggara (October, 2019)

Based on this, a deeper study needs to be done to analyze the steps that have been taken by DJKN in implementing PUG. This study is important considering the patriarchal culture system is still deeply rooted in Indonesian society so that through this study it is hoped that appropriate steps can be formulated for the implementation of PUG.

Literature review

Gender is a social interaction that distinguishes the behavior between men and women proportionally about moral ethics and culture. How should men and women be expected to act and act following the social, moral, ethical, and cultural provisions in which they are (Rahmawati, 2016).

Kassinis *et al.* (2016), said that it is not only gender differences within the board of directors that are important for battle but differences within an organization. Because determining the regulatory initiatives that support gender differences in organizations is important. In "Opting Out" or "Pushed Out"? Integrating Perspectives on Women's Career Equality for Gender Inclusion and Interventions, Women's career inequality is detrimental not only to women but also to family and the environment. Incorporating biased narratives, concerns and working families bridge the "opt-out" and "force out" views to advance research and policy (Kossek *et al.,* 2017)

Martiany (2012), said according to Presidential Instruction (Inpres) No. 9 of 2000, gender equality means equality of conditions for men and women to obtain opportunities and their rights as human beings, to be able to play a role and participate in political, legal, economic, socio-cultural, educational and defense and national security activities (defense and security), as well as similarities in development. Gender equality also includes the elimination of discrimination and structural injustice, both men and women. Memon & Jena (2017), in Gender Inequality, Job Satisfaction, and Job Motivation: Evidence from Indian Female Employees said that there is a significant relationship between gender inequality in the workplace causing a decrease in satisfaction and motivation of female employees in India.

Gender Mainstream (PUG) is a strategy in the form of policies and programs used by the government to be able to achieve gender equality and justice by paying attention to various dimensions and problems of women and men to be implemented in the design, implementation, monitoring and evaluation in all fields so that each woman and a man get the same benefits. PUG plays an important role in supporting government policies (Allwood, 2013; Holdcroft, 2007; Cornwall, 2003). There are several benefits of implementing gender mainstreaming, namely, first, the government can work more efficiently and effectively in creating public policies that are just and gender-responsive to its people, both women, and men. Secondly, the achievement of gender equality will increase government accountability to its people, and success in PUG will strengthen social and political and economic life.

Mergaert & Lombardo (2014), in Resistance to Implementing Gender Mainstreaming in EU Research Policy, talked about the existence of individual and institutional resistance that has hampered the implementation of gender mainstreaming. The tendency of an institutional culture that protects men's rights and strengths, the lack of initiative to implement gender mainstreaming is a cause of resistance. Meanwhile, Pulmano (2016), in Implementation of The Gender and Development Program of State Universities and Colleges in Region III: An Evaluation mention the main problem to implement GAD is that most institutions lack the staff and the resources needed, lack of management support, faculties are less cooperative

In Kesetaraan Gender Pegawai Dinas Pertanian, Gender equality has not yet occurred because it is caused by several factors, namely access factors, participation factors, benefit factors, and control factors (Kaslina *et al.,* 2015). In Pengarusutamaan Gender dalam Promosi Jabatan di BKD Pemerintah Kota Makassar, The organization is ready to accept the inclusion of gender diversity in the workplace. Although many policies are made to run this process smoothly, there are gaps in the execution phase. Policies only exist in the HR manual within the organization but the lack of proper implementation and execution and ongoing monitoring of these policies and procedures affect the effectiveness of the organization (Bibi, 2016).

Sahira *et al.* (2015), in Pengarusutamaan Gender dalam Promosi Jabatan di BKD Pemerintah Kota Makassar, explain that in the promotion of positions there are three related things, namely: (1) employee access to the promotion of the office there is a difference in information, (2) participation indicates that there is no employee involvement in the promotion except those who have duties and (3) employee helpless in the promotion of positions does not exist except the messenger from the boss.

Abendroth *et al.* (2017), in Women At Work: Women's Access to Power and The Gender Earning GAP said that (1) having more women in management reduces the gender income gap with minimum qualifications but not with those who have high qualifications, (2) HR management practices and job level qualifications accommodating associations between gender-based disparities and income inequality between men and women, and (3) Compensation for male employees is positively influential when having male supervisors while female supervisors do not have an advantage. Sharma (2016), in Managing diversity and equality in the workplace found that (1) Performance appraisal was found to be a major source of discrimination, (2) Socio-cultural issues play a large role in most managers in helping their subordinates, (3) Affirmative action is put in place to ensure the organization meets lawsuits but often lowers organizational commitment, and (4) Organizations must develop capabilities to encourage differences and equality within the organization.

Research Methods

This study used a qualitative analysis methodology. Locations taken in this study were carried out at the Regional Office of DJKN Bali and Nusa Tenggara, Jalan Dr. Kusuma Atmaja, Renon, Denpasar, Bali. The data analysis process begins by examining all available data from various sources, namely through observation, interviews, and documentation. The determination of informants in the study was carried out by purposive sampling where the informants were female or male employees or officials aged between 25-50 years and had a minimum education level of S1 and were willing to be informants at the Regional Office of DJKN Bali and Nusa Tenggara. Data collected will then be analyzed qualitatively by reducing data, presenting data, and drawing conclusions. The validity of the data will be tested by triangulating the data so it is expected that the data presented is valid. In this research, the researcher invited the human resources department to attend the interview session and after that confirm with the human resources department about interview results.

Results and Discussion

Based on research finding, the data and information need to decipher by the researcher based on the problem was:

Provided access and opportunities

With the era of disruption, the need for human resource planning is important. Because without human resource planning, every job in an organization cannot run well, so that the goals of the organization will not be achieved and therefore, these human resources must be managed properly. In achieving organizational goals the need to determine the right person in the right place. For this reason, human resource management is needed that functions to plan, organize, and also place a person in the right place according to their competence. Similarly, career development, of course, competent HR is determined by the leader based on data provided by HR management. It is the leader who will carry out the career development decision making of an employee. The leader will make alternatives regarding a way of acting which is the core of planning. A plan cannot be said to exist if there is no decision.

To be able to obtain competent human resources, we need information. For some people, information is something they don't know or have and can be used in a one-problem solution. Data can often be a more basic basis that refers to numbers, people, or something. Employees generally expect that they have access to information about various opportunities to be promoted. This access is very important especially if the available vacancies are filled through a competitive internal selection process. If this access is only given to certain employees, the employee will easily assume that the principle of justice and the opportunity to be considered are not working.

Utilization of era 4.0 has also been used to provide information to employees using the human resource information system (HRIS). The Human Resource Information System (HRIS) was built to realize an efficient, timely, and up-to-date information system that can present the HR information needed in the management of HR guidance within the Ministry of Finance. Management information system services provided at HRIS include (1) monitoring and analysis of staffing data, (2) staffing statistics reports, (3) vacant position information, (4) double position information, (5) access to curriculum vitae, (6) pension estimates, (7) official data search, and (8) employment data search. Besides, employees can also access data from their assessment where this data can be used to increase transparency in the assessment process as well as for future improvement or improvement.

Regional office DJKN Bali & Nusa Tenggara has implemented PUG to give information, an opportunity for every employee no matter the gender. The career development system at the DJKN Bali and Nusa Tenggara regional offices follows the Ministry of Finance's career development system, namely the talent management system. Based on the chief of human resource department, in their career development (Ruan, 2018; Duffy & Sedlacek, 2007; Baruch, 2006), they prioritize performance as one of the main points in promotional candidates besides that grading and length of work are also priorities. After looking for criteria needed for promotion head office will inform the regional office to assess the employee soft skill and hard skill.

Based on observations that I made it was found that each will get an assessment of an employee will get whatever competency information they need to get career development. One competency that is in line with PUG policy is the presence of socio-cultural competencies. One sub-socio-cultural competency in developing civil servant competencies is Gender Sensitivity, this competency is the ability to recognize and realize gaps in access, participation, the public and the benefits received between men and women in the work environment and social life, potentially damaging both the rights of men and women in socio-cultural construction. Thus the development of

gender sensitivity as a socio-cultural sub-competency is an important thing possessed by individual civil servants and government institutions.

Motivation and needs

An employee needs the motivation to get career development. This is following the opinion of Siagian (2011), that one indicator that needs to be considered in career development is the interest to be promoted. The right approach used in terms of fostering employee interest in career development is flexible and proactive. That is, the interest to develop a career is very individualistic. An employee takes into account various factors such as age, gender, type and nature of current work, education and training undertaken, number of dependents, and various other factors. These various factors can result in the amount of interest a person has to develop his/her career.

In Indonesia culture seems to be an obstacle for implementing PUG. Of course, in everyday life humans also cannot be separated from the system, therefore the cultural system in society is recognized. Cultural systems control social systems, personality systems, and behavioral organisms because, in the hierarchy of actions, cultural systems are the highest controlling systems in social action (social action). This is in line with the dominant patriarchal hegemony in Indonesian culture (Petrash, 1996; Martinsons & Westwood, 1997; Dwyer *et al.,* 2003).

Staff in Regional Office DJKN Bali & Nusa Tenggara said that culture and make a motivation to have career development become decrease. They prefer to stay near their family and also take care of their family than become a leader that have more responsibility and more work. One of the staff also said that his husband rather has a wife whose income below his income so if they take a chance to get a promotion which means better income she rather chooses not to promote.

Gender-responsive budgeting

Gender-responsive planning and budgeting is an instrument to overcome the gaps in access, control, participation, and development benefits for men and women that still exist so far, to bring about justice in receiving development benefits. Gender-responsive planning and budgeting processes are in line with existing systems and do not require the preparation of specific plans and budgets for women separate from men.

The Gender Responsive Budget (ARG) is divided into 3 categories as follows:
1) Gender-specific targets, namely budget allocations that are intended to meet the special basic needs of women or basic special needs of men based on the results of gender analysis. For example, the budget allocated for the provision of nursery room facilities.
2) Gender equality budget, which is the budget allocation to overcome the problem of gender disparity. By using gender analysis, it can be seen that there are gaps in relations between men and women in access, participation, control, and benefits to resources.
3) PUG institutional budget, which is the budget allocation to strengthen the institutionalization of gender mainstreaming, both in terms of data collection and capacity building of human resources. For example, the budget allocated for facilitating disaggregated data collection and the formation of PUG teams or working groups at the ministry level and units within the Ministry of Finance.

ARG works by examining the impact of spending on activity on women and men and then analyzing whether the budget allocation has answered the needs of women and the needs of men. Therefore, ARG is attached to the budget structure (programs, activities, and outputs) in the organization's RKA. An output produced by the activity will support the achievement of program outcomes. It's just that the content/substance of the resulting output is seen from a gender perspective.

In other words, the aim of ARG is not to focus on providing a certain amount of budget for gender mainstreaming, but more broadly, namely how the overall budget can provide equitable benefits for men and women. To make ARG, a Gender Analysis Pathway (GAP) is made. In the Bali and Nusa Tenggara regional office there is no gender analysis pathway so that budget procurement (ARB) is not yet suitable for category 3 so that the implementation of PUG in this office is still not 100% successful.

Conclusion

PUG implementation in Regional office DJKN Bali and Nusa Tenggara has involved improving the performance of DJKN employees by taking into account the needs, problems of female and male employees to realize equality in

access, participation, control and development benefits. It also ensures that the process of occupying a position to participate in formulating policies or in getting opportunities to obtain quality human resource development was fair and equal. The implementation of PUG in the Regional Office of DJKN Bali and Nusa Tenggara cannot be said to be 100% successful because the application of this system only encourages change from the leadership but does not encourage the motivation of individual employees themselves. The need to strengthen cultural management to equalize the commitment and interests of employees so that there is a unification of personal vision with the vision of the organization. For this reason, more training needs to be held to develop motivation, alignment related to women's families and careers, and also further socialization about PUG itself.

Due to limited time available to carry out this study, the relatively frequent rotation patterns in the study site and scope of the study was only conducted at the Regional Office of DJKN Bali and Nusa Tenggara alone without including the vertical units of DJKN in the Bali and Nusa Tenggara regions. The researcher can't examine everything at the same time, therefore, the next researcher is expected to examine more depth about gender mainstream (PUG) using culture management that has been described in this paper.

One of the steps that might be taken is to integrate gender mainstreaming materials in the curriculum standards of employee training, to change the mindset and paradigm of employees in general related to gender issues, and especially for female employees are expected to further enhance its competitiveness and can reduce the mental inferiority and stereotypes inherent in the internal self, which can encourage motivation and confidence to be able to compete healthily. Also, the effort to develop PNS competencies is not only through the education and training program but also through promotion mechanisms in the stage of appointing high leadership positions in regional government. To increase the representation of women in public administration organizations (bureaucracy) it is necessary to improve the institutional and recruitment/selection and promotion mechanisms within the organization. So it takes goodwill of leaders in opening up space for the implementation of gender mainstreaming, through policies and regulations related to the mechanism of promotion and appointment systems in high leadership positions that are responsive to gender mainstreaming without reducing the substance and standard competencies needed in these positions.

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