



Representation of Women Public Officials in Gender Responsive Development Policies in the City of Salatiga 2017-2022

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Abstract — The rise in women's representation as public officials in Salatiga City is a crucial indicator of democracy. This progress must be accompanied by supportive knowledge about gender mainstreaming (PUG) in policymaking. There are many studies on women's representation, yet few are directed to examine how increasing women's representation as public officials is related to the improvement of gender-responsive development policies. This study uses a qualitative approach with a single instrumental case study in Salatiga City Government 2017-2022. The increase of women's representation as public policymakers has achieved remarkable achievements nationally as stated in the Human Development Index (HDI) and Gender Development Index (IPG) of Salatiga City. However, qualitatively, the understanding of gender-responsive policies that ensure access, participation, control, and benefits has not been owned by the women representatives. Accordingly, despite its rising number, women are still lagging behind men in development. Then, having the fact that the Priority of 2017- 2022's RPJMD (Regional Medium Development Plan) of Salatiga City is gender mainstreaming, it is found that the formulation of women's involvement in decision-making at the local level is not explicitly mentioned. Although the implementation of PUG has been outlined in PERWALI Regulation No. 5 of 2021, the policy must be carried out by recognizing problems and listening to the voices of local women to ensure that no one is left behind in development.

Keywords — gender, women, development policy, responsive

I. INTRODUCTION

Women's representation in the public sphere both in quality and quantity is a democratic goal that guarantees political equality for all citizens of the country. Women's political participation in the public sphere has been guaranteed in international, national, and local laws and regulations explicitly and implicitly. Women have rights and obligations as citizens and can actively participate politically, socially, economically, and culturally. Gender mainstreaming in development has been launched but the formulation of women's participation in local regulations and budgets for empowerment has not been explicitly carried out. The importance of increasing women's participation in politics to become a more accommodating and substantial public policy [6].

The limited access is also making it difficult for women to articulate their interests in the political system. The lack of women's involvement in the public sphere is also an obstacle to developing women's organizations to formulate their interests. Therefore, opportunities are needed for women to define their participation system [19]. Women's participation space is possible if regulations support gender justice to produce anti-discriminatory governance. Without active roles and inclusive organizations, women cannot make policies and budgets responsive to gender justice.

The increasing political participation of women at both local and national levels will affect the character of Indonesian democracy for all citizens. Strengthening political participation means taking efforts that are not only limited to increasing the number of women in politics, but also improving the performance and success of women in politics, assessing the impact of their participation in the political system, monitoring the development of the political agenda, and monitoring the issues that arise along with their involvement in the political system [17].

Political representation has many definitions and takes many forms. A standard and widely cited definition by Hannah Pitkin (1967) [28] identifies four types of political representation: authorised, where a representative is legally empowered to act for another; descriptive, where the representative stands for a group by virtue of sharing similar characteristics such as race, gender, ethnicity or residence; symbolic, where a leader stands for national ideas; and substantive, where the representative seeks to advance a group's policy preferences and interests. (Joni Lovenduski). In this study, while we focus on the question of whether women are included in day-to-day processes of decision-making. In this study, we will look at women's substantive representation (acting for) to create policies, regulations, and budgets that are gender-equitable, not just looking at descriptive representation (standing for) which only looks at the quantity side. [28].

The selection of Salatiga City as the locus of this study is based on the consideration that due to the increasing representation of women as heads of government offices in Salatiga City in 2022 [13], there are 11 women who serve as heads of offices, namely: Regional Secretary Wuri Pujiastuti [30], DP3A Yuni Ambarwati, Education Office Nunuk Dartini, Environment Agency Sulistyarningsih, Health Office Siti Zuraidah, Food and agriculture office Heni Mulyani,

Industry and labor office Martini, Housing Office Eni Setyowati, Transportation Agency Satuti, Social Affairs Office Gati Setiti, Library and Archives Office Sarwanti [1].

Important sectors in Salatiga city's regional development are led by women, making it interesting to critically examine the significance of the increase in women's representation in the public sphere and the gender awareness of female officials in both the executive and legislative branches. Human development must be based on five pillars: democracy, rule of law, social justice and anti-discrimination. Discrimination against women leads to suffering and poverty, so gender-equitable policies are needed in both laws and budgets [33]. It is hoped that the results of the Salatiga city study can be used as a reference in mainstreaming gender in human development in other cities in Indonesia.

Gender mainstreaming (PUG) is a national strategy outlined in Presidential Instruction No. 9/2000 on the Implementation of Gender Mainstreaming (PUG). This Presidential Instruction has become the foundation for achieving gender equality and equity. The implementation of Presidential Instruction No. 9 of 2000 has just been outlined in Perwali No.5 of 2021 on the implementation of gender mainstreaming in Salatiga City. This is a breath of fresh air for gender-equitable governance. One of the priorities of Salatiga City's RPJMD for the 2017-2022 period in mission eight is to improve social welfare, gender equality, and child protection [26].

In 2021, Salatiga City achieved a Gender Development Index (IPG) and Gender Empowerment Index (IDG) close to 100 at 95.37, while the corresponding figures for Central Java and Indonesia were 92.18 and 91.06, respectively [5]. Salatiga City also received the Parahita Eka Praya award from the Minister of Women's Empowerment and Child Protection in 2018 for gender mainstreaming. This study wants to see if Salatiga City has implemented gender mainstreaming with the existence of Perwali No. 5 of 2021 by integrating Gender Responsive Budgeting Planning (PPRG) through increasing the representation of women in public positions [23].

The issue of women's representation in the public sphere is still a problem in Indonesia. Although there have been affirmation efforts in legislative representation, in the executive realm there are no regulations that explicitly regulate this. Furthermore, representation is also not just a matter of. This study intends to add to the above knowledge by examining the significance of women's increased representation in the public sphere in Salatiga City. An increase in women's representation must be accompanied by an increase in gender awareness capacity so that women's representation in the public sphere will be influenced by an increase in gender-equitable policies, budgets, and regulations. To deliver the study on the above theme, this study will focus on two studies. First, it examines the significance of women's representation in the public sphere in Salatiga City. Second, to examine whether the increase in women's representation in the city has led to an increase in gender-based approaches or gender awareness in policies, budgets, and legal products [19].

The significance of this study is that it can provide knowledge about how gender-aware human development strategies with increased representation of women in the public sphere and strengthening local democracy in Indonesia. The results of the research can later be used as a

reference for making policy recommendations (Policy brief) for the government or stakeholders in creating policies that are friendly to women and children and strengthening local democracy in Indonesia. This research is a contributor to knowledge and literature in the discourse of women's representation with gender mainstreaming and local democracy in Indonesia.

This research will discuss the link between women's representation in the form of local regulations and budgets that will affect women's political lives in both the domestic and public spheres. The significance of this research includes two things. First, it enriches the various dimensions of looking at the role and position of women in local regulations created and enacted in Salatiga city with a feminist perspective. Second, the results of the research can be used to map the practical and strategic needs of gender in relation to women's public participation in local politics to realize a democratic, equal and gender-equitable civil society.

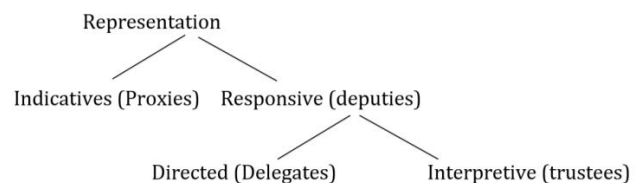
II. RESEARCH METHOD

Political representation is used in the context of a broad political society for democracy to work. Representation is a direct relationship between the representative and the represented. A political representative is a person who, by custom or law, has the status or role of a representative within a political system [41] political activity is essentially communication with a purpose, that purpose being to arrive at a collective decision or to solve a dispute [41].

Hanna Pitkin (1967) [28], conceptualized political representation as being composed of four interrelated dimensions (1) formal, (2) descriptive, (3) substantive, and (4) symbolic representation. Formal representation refers to the rules that authorize representatives to act and the rules by which constituents hold representatives accountable, specifically elections. Descriptive representation focuses on the composition of the legislature and the extent to which its diversity mirrors diversity in society. Substantive representation deals with the way those elected "act for" their constituents through the activities of representing and their responsiveness to the political concerns of their constituents. Finally, symbolic representation emphasizes that representation is a symbol that generates emotional responses among constituents (i.e., feelings and beliefs about politics or government) [28].

There are two variations of representation, indicative and responsive. Indicative representers stand for the representees in the sense of typifying or epitomizing them; how they act is indicative of how the representees would act. Responsive representers act for or speak for the representees, playing the part of an agent in relation to a principal; how they act is responsive to how the representees would want them to act [27].

Varieties of public representation



A bureaucracy is representative in the passive sense if the bureaucracy has the same characteristics as the population on variables of interest (e.g., race, ethnicity, social class, gender, etc.; see Mosher, 1982). In fact, passive representation is sometimes called symbolic representation because it defines representation as “standing for”. Active representation is defined as Substantive representation “acting in the interests of the represented in a manner responsive to them” [28].

Women representing women can be seen as a form of direct participation in decision-making bodies. Varieties include functional representation, which focuses on the occupational correspondence between representatives and the represented and social representation, which concerns social characteristics such as gender, race, ethnicity, and class (Norris, 1993) Although Eulau and Karps (1977) identify a variety of ways that representatives may act on behalf of the represented, the most common interpretation is that substantive representation refers to policy responsiveness or the extent to which representatives enact laws and implement policies that are responsive to the needs or demands of citizens. While Pitkin considers substantive representation to be the most important dimension of representation and the heart of the representational nexus, others question its priority. For example [42].

In this study we focused on the Representation of Female Bureaucrats in the local Government of Salatiga City. This representation is different from the elected representation. The Female Bureaucrats are not directly elected by the people but they are delegated from the elected regional government. In this study the Female Head of departments are not directly responsible for the constituents but they have to be responsive especially on gender mainstreaming in Salatiga. Salatiga has ratified the Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming (PUG) in National Development and has become the PERWALI No. 5 of 2021. The implementation of gender mainstreaming in Salatiga is contained in the 7th vision of the Regional Intermediate Development Plan 2017-2022. In this study, we want to see the descriptive representation of women officials to create gender-responsive policies in line with PPRG.

This research is Field research that uses qualitative methods, which is a research method that seeks to understand socio-political phenomena that become the experience of research subjects by prioritizing the use of descriptive data [43]. The approach used is a single instrumental case study, where the researcher focuses on one case to illustrate the theme or issue that is the focus of the research [44]. In the case of this research, the focus of the study is on gender-responsive development and strengthening local democracy in Salatiga.

III. FINDING AND DISCUSSION

Women's Representation in Public Policies

Public policies greatly affect women's lives because the formulation of policies and their implementation are determined by who is involved in the policy-making process, and what perspectives and ideologies are implied in the enacted public policies. Therefore, women's participation in

political representation and public policy at the local level is interesting to study [40]. The absence of local regulations that specifically regulate women's involvement in public policy-making meant that women's representation was only 16.58 percent nationally in 2003 [20].

The percentage of female civil servants in Salatiga City continues to increase over male civil servants. However, the increase in the number of female civil servants has not been followed by an increase in women's representation as public policymakers. In 2021, the number of civil servants in Salatiga City was 3,318, with 1,867 female civil servants, or 56.27%, and 1,451 male civil servants, or 43.73%. Female civil servants who hold structural positions are 254 or 44.88% and males are 312 or 55.12% [13]. This research will discuss about women's representation descriptively (standing for) and the substantive representation (acting for) of both female heads of departments. Whether women's representation in formal politics makes a difference and whether women take action for women in policy and budget making.

This study focuses on the representation of women as public officials, namely as heads of Regional Apparatus Organizations (OPD) in Salatiga City in strategic positions. 11 female OPD heads occupy strategic positions in human and gender development in Salatiga City [13]. Some of these offices are Head of Regional Secretary, Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) [14], Office of Education, Office of Environment, Office of Health, Office of Food and Agriculture, Office of Industry and Labor, Office of Housing and Settlement (Perkim), Office of Transportation, Office of Social Affairs and Office of Library and Archives. The author will limit it to the realm of human development, namely the education, health, and economic welfare sectors. The regional office is an implementing element of regional autonomy led by the head of the office. The main task of the Regional Service is to organize regional authority and other tasks assigned by the mayor.

Table 1: Human Development Index in Salatiga City

Sex	Human Development Index			
	2019	2020	2021	2022
Male	86,23	86,24	86,58	87,32
Female	81,92	82,08	82,57	83,34
Kota Salatiga	83,12	83,14	83,60	84,35

Source: BPS Salatiga, 2022 [5]

The Human Development Index in Salatiga City continues to increase, but the men's score is higher than the women's every year, and the women's score is lower than the Salatiga City average In 2022 the average HDI of Salatiga is the Highest in Central Java about 84,35 but the women score is always lower than man this indicates that there is still a gap between men and women in human development, which includes aspects of knowledge, economy and health.

Women's Representation in Development in Salatiga

The success of development in a region can be seen from the Human Development Index (HDI). Therefore, people should be positioned as the subject of development, not just the object of development. Salatiga City's HDI is currently the highest in Central Java and above the HDI of Central Java Province, but its growth rate in 2021 was lower than in 2011.

Therefore, the acceleration of human development in Salatiga City must be done to increase its growth rate [3]. However, there is still a gap in the HDI, where in general the index number of male groups is higher than the index number of female groups in development.

To see the representation of women in Gender development, it is seen from the achievement of human development in a region from 3 (three) dimensions, namely health, education and decent living standards. HDI is formed by several components, namely Life Expectancy (UHH), Expected Years of Schooling (HLS), Average Years of Schooling (RLS), and Adjusted Expenditure per capita. Since 2015 the calculation of HDI has undergone a change in method. This change has an impact on changes in the calculation of the Gender Development Index (HDI). Currently, the HDI is formulated as the ratio of Female HDI and Male HDI. The HDI value can be used to analyze the quality of development of women and men. The closer the HDI number is to 100, the smaller the development gap between men and women. The HDI of Salatiga City has shown a good increase for women over the years, but men seem to excel in human development achievements [4]. This should be noted for gender-based development in Salatiga City so that women can also experience development justice.

Improvements in gender equality and equity are also realized from the increasing fulfillment of prerequisites for gender mainstreaming PUG in local governments at the district/city and provincial levels as well as in ministries/institutions. Salatiga City won the Anugerah Parahita Ekapraya (APE) award as one of the awards related to the fulfillment of prerequisites and the implementation of PUG which was submitted in 2017. The Gender Development Index in Salatiga city experienced a slight but relatively stable increase, decreasing only in 2020 during the covid-19 pandemic [5].

The GDI of Salatiga City in 2022 with an index of 95.44 was higher than that of 2021 with an index of 95.37. The HDI of Salatiga City is above the GDI of Central Java Province, which is 92.18, and the National GDI of 91.26. The comparison of the GDI of Salatiga City with other cities in Central Java Province ranks 5th. When compared to the GDI of the National and Central Java Province, the GDI of Salatiga City for the last five years has always been above the GDI of Central Java Province and the National GDI.

1) Health Development

The health sector is a second mission of the 2017-2022 RPJMD, namely "Improving the quality of public health services and family planning. The Development in the health sector is by looking at the indicator of life expectancy at birth which represents the dimension of longevity and healthy living in the calculation of HDI. The goal of human development in the health sector is to achieve a healthy long life. Increasing the degree of health is influenced by four factors, namely: environment, health behavior, health services and population or heredity. The environmental and health services are factors that can be intervened quickly by the Government [26].

The analysis of health aspects from the perspective of gender analysis is intended to look at the results of gender-responsive development in the health sector to improve the quality of life of women and children and fulfill the basic

needs of the entire community. The relevance of health development results to gender development lies in the logical framework that maintaining family health is a shared responsibility. Therefore, men and women should have equal access to health information. Similarly, participation opportunities and beneficiaries of health services should be inclusive, equal, and fair. This means that priority needs to be given specifically to groups that experience higher health vulnerability, for example mothers giving birth, infants, toddlers, HIV/AIDS sufferers, infectious disease sufferers, disabled groups, poor groups, and the like.

Gender analysis in health also pays attention to whether the right to a healthy environment has been institutionalized in the community. For example: non-smoking areas need to be implemented to maintain the right to health of non-smoking groups, to reduce the risk of lung and respiratory diseases due to cigarette smoke pollution. Other examples include immunization services to reduce the risk of certain diseases, and coverage of contraceptive services to reduce the risk of sexually transmitted diseases and reproductive problems. Data analysis of Salatiga City health development performance indicators 2015-2018.

a) The Life Expectancy

The Life Expectancy of Women in Salatiga City shows that on average, women live longer at 79.44 years than men at 75.50 years. Male power relations are considered more powerful and physically strong, so they tend to be more allowed to engage in habits that have negative health risks.

b) Maternal Mortality

The high maternal mortality rate in Salatiga City in 2021 is caused by many factors. These contributing factors include the inadequate quality of maternal health services, the condition of pregnant women who are sick due to covid-19 and other determinant factors. The main causes of maternal mortality in recent years have been hypertension in pregnancy and post-partum hemorrhage. These causes can be minimized if the quality of Antenatal Care and Intrapartum is carried out properly [8].

The reported maternal mortality rate per 100,000 live births reached 429.55 caused by covid-19, heart disease, and breast cancer, while the target this year is only 2 cases of maternal death. Various efforts have been made by the health department to reduce maternal mortality including the mother love group program and assistance for high-risk pregnant women by community members at the RT level, as well as with high-risk early detection efforts and assistance in pregnancy, childbirth and postpartum by cadres [10].

c) Infant Mortality Rate

The infant mortality rate in Salatiga City in 2021 was 13.75/1,000 live births (KH). This rate exceeded the predetermined target of 10.75/1,000 KH. There were 32 infant deaths in Salatiga City in 2021 when the previous target was only 25. This is a red note for Salatiga City's health. The COVID-19 pandemic has prevented health services such as posyandu and posbindu in the community from being implemented, resulting in an increase in malnutrition cases among under-fives in the community and cases of non-communicable diseases among the productive age and elderly [10].

Some of the government policies to improve birth survival rates in Salatiga city include Salatiga Mayor Regulation No. 45/2018 on the Implementation of Short and Very Short Under-Five Management. The Salatiga city health office also provides a special website on this issue, SIMON BALADEK (Short Born Baby Monitoring System), but access to the website is sometimes difficult due to unstable websites [11].

Another policy on Salatiga City's exclusive breastfeeding achievement is the Salatiga City Regional Regulation No. 4/2014 on Early Breastfeeding Initiation and Exclusive Breastfeeding. Based on data obtained from the community health center, Salatiga City's exclusive breastfeeding rate in 2021 increased to 72.26% (1,107 out of 1,532 babies), while in 2020 it was 70.04% (1,335 out of 1,906 babies). Various promotional efforts on exclusive breastfeeding have been carried out by the health Office and its network by providing lactation rooms in both government and private workplaces (companies & factories). This is in line with gender mainstreaming by providing opportunities for breastfeeding mothers who work to get the right to lactate [10].

Some of the barriers to exclusive breastfeeding are lack of knowledge about the benefits of breastfeeding, socio-cultural factors and the prevalence of formula milk. Several strategies to reduce IMR and MMR start from pregnancy care, namely the provision of blood supplement tablets / Fe 90 to prevent bleeding during childbirth, and efforts to provide milk for pregnant women with chronic energy deficiency to prevent Low Birth Weight (LBW). In addition, giving vitamin A twice to postpartum mothers will improve the health and endurance of mothers and their babies. Another effort is to improve the skills of health workers by developing management of asphyxia, and LBW, and neonatal visits by health workers.

Infant health services are aimed at infants aged 29 days to 11 months by providing health services by standards by health workers who have clinical health competence (doctors, midwives, nurses) at least 4 times, namely at the age of 29 days-2 months, 3-5 months, 6-8 months and 9-12 months according to standards in one working area at a certain time. The services provided consist of weighing, basic immunization (BCG, DPT/HB1-3, Polio 1-4, and measles), Stimulation of Early Intervention Detection of Growth and Development (SDIDTK) of infants, provision of vitamin A to infants, and counseling on infant health care as well as counseling on exclusive breastfeeding, complementary

feeding (MP-ASI) and others. Coverage of infant health services can illustrate the government's efforts to increase infants' access to basic health services, identify abnormalities or diseases as early as possible, maintain health and prevent disease and improve the quality of life of infants. The coverage of infant health services amounted to 96.11%.

The coverage of health care insurance in Salatiga City is close to 95%, especially for the poor who do not have health care insurance. The Salatiga City Health Office is ready to help underprivileged people who do not have health insurance to get health services. The cost of 3rd class hospitalization at Salatiga City Hospital for poor Salatiga residents can be claimed to the DHO. People are expected to enroll in health care insurance to facilitate access to services, but if they do not have it, the government will also help. With these improvements, on November 12, 2022, Salatiga City Health Office received the third-place award for the winner of the 2022 Health Profile Ranking for Provinces and Districts in Indonesia. Health Profile data quality assessment includes completeness, accuracy and consistency [35].

One of the roles of the government in fulfilling health needs services is to provide health facilities that can be reached by the wider community both in terms of finance and location. These health facilities include hospitals, health centers, auxiliary health centers and health workers. In 2021, Salatiga City has 6 hospitals, 6 community health centers, and 20 auxiliary health centers. The health centers are located in 4 sub-districts. In an effort to improve access to health services to the community, there are auxiliary health centers and mobile health centers. The number of Pustu in Salatiga City in 2021 is 22 while the mobile health center is 6 units. In addition, other health facilities in the form of health workers are 729 doctors, 58 dentists, 859 nurses, 310 midwives, 229 pharmacists and 48 nutritionists [10].

The Head of the Salatiga City Health Service is Siti Zuraidah who has a background in the health sector. The formal and substantive representation of women as policy makers in the health sector in Salatiga city has prioritizes women, especially pregnant and breastfeeding women. several policies regarding exclusive breastfeeding and prevention of child marriage to prevent infant mortality are carried out but socialization about this has not covered all residents so there are still many maternal and infant mortality rates in Salatiga city. The weakness of representation in the health sector is the lack of attention to maternity services, which only reaches 27%, this becomes a highlight because of the high maternal mortality rate due to various factors.

Table 2: Salatiga Health Profile

Program	Sub Program	Budgets	Realization	%
Individual and community health fulfillment programs	Management of health services for pregnant women	503.007.000	492.825.000	97,98
	maternity health services	100.361.000	27.512.500	27,41
Health service activities for UKM and UKP Referrals at the regional level	Health promotion service	617.816.000	593.633.000	96,06
	Management of Community Health Insurance (Jamkesmas)	22.039.330.000	20.608.148.080	93,51
	Provision and management of emergency systems (SPGDT)	452.566.00	419.178.465	92,62
Total		23.713080.000	22.141.297.045	93,37

Source: Profil Kesehatan Salatiga, 2021 [10]

The health Budget quantitatively reaches 93.37% as seen from several policies issued both formative and substantive representative. However, the very low disparity in maternity health services, around 27.41%, resulted in many postpartum maternal deaths occurring in Salatiga City. The maternity budget must be maximized in order to prevent maternal deaths in Salatiga City. This is due to the lack of government attention and outreach to the public regarding this matter.

Representation in Education Development

Women's representation in education is led by the head of the Education Office Nunuk Dartini, S.Pd, M.Si who is experienced in her field. Before becoming head of the Education Office, she was the head of Tingkir sub-district and the head of Salatiga city's food and agriculture office. In the interview, she said that there is no discrimination in education. He ensures that education is inclusive for all people - women, men, and people with disabilities. Education, both formal and informal, is promoted in Salatiga city well and evenly throughout the city. Women's leadership for her is a good thing because women not only use their minds but their hearts to lead to create justice and harmony [7].

The education development strategy is elaborated through four main joints, namely equal opportunity, the relevance of education to development, quality of education, and efficiency of management. The strategy aims to improve the provision of quality and equitable education for the entire community. This is by gender mainstreaming which must ensure that all people have access, participation, control, and benefits in education. In the HDI, the education dimension is formed from two indicators, namely Expected Years of Schooling (HLS) and Average Years of Schooling (RLS). The coverage in calculating the expected length of schooling is the education of the population from the age of 7 years and over, while the population coverage for calculating the average length of schooling is from the age of 25 years and over. Education in an area must have the principle of equality for both men and women so that no one is left behind in development [9].

The success of education is strongly influenced by the availability of educational facilities and infrastructure such as schools and adequate education personnel. Based on data from the Ministry of Education and Culture, in 2021 there were 81 primary schools (SD), 27 junior high schools (SMP) and 26 senior high schools (SMA & SMK). The number of teachers is 1,113 for primary schools, 689 for junior high schools, and 874 for senior high schools. Over the last ten years from 2011 to 2021, education attainment in Salatiga City has increased in line with the indicators of expected years of schooling (HLS) and average years of schooling (RLS). Average years of schooling and expected years of schooling can provide an overview of the stock and flow of quality human resources in a region [3].

1) Expected Years Schooling

Expected Years of Schooling and Average Years of Schooling in Salatiga City show an increasing trend over the period 2011 to 2021. On average, the expected years of schooling at age 7 grew by 0.57 percent per year during 2011-2021. Meanwhile, the average years of schooling grew by 1.88 percent per year during the same period. The expected

years of schooling for Salatiga City compared to other regions during 2019-2021 can be seen in Appendix 3. Expected Years of Schooling for Districts/Cities in Central Java Province 2019-2021. The Expected Years of Schooling for females in Salatiga City increased by 0.42 years, while for males it increased at a faster rate of 0.81 years from 2018-2021. In 2021, the expected years of schooling for females reached 15.43 years, which means that girls aged 7 years old have the opportunity to complete their education up to D3 or bachelor degree (D4). This is also the case for boys with a HLS difference of 0.02 years compared to girls.

2) Average Years of Schooling

The average years of schooling has a maximum limit of 15 years and a minimum limit of 0 years. Meanwhile, expected years of schooling describes the length of schooling that children aged 7 years and above are expected to experience in the future. This indicator can be used to determine the condition of education system development at various levels. The maximum limit for expected years of schooling is 18 years, while the minimum limit is 0 (zero) years. On average, by 2021, the female population aged 25 years and older in Salatiga City had received education up to grade X (SMA Class I). On the other hand, the male population aged 25 years and above managed to get one year more education than the female population [5].

3) School Enrollment Rate

The female school enrollment rate (APS) is higher than that of males. This shows that the female population can participate in higher education better than the male population. Women's participation in education is shown through literacy rate, average years of schooling, gross enrollment rate, net enrollment rate, school enrollment rate, and highest education attained. In Salatiga City, the literacy rate of the female population aged 15 years and above in 2020 was 99.59 percent, which means that 5 out of 100 Indonesian women cannot read/write. In addition, women were only educated up to grade 8 of junior high school with an average year of schooling of 8.6 years [3]. If we look at the net enrollment rate (APM) from a gender perspective, we see that females are still lower than males and at every higher level there is less community participation. In 2021, the dropout rate shows that there are 0.28 more females than males, although the development of the dropout rate in Salatiga City from 2017 to 2022 shows a good trend, which tends to decrease. The results of educational development in Salatiga City are generally lower for women than for men. The achievement gap between men and women in education is still felt. The average length of schooling, literacy rates, and the number of people with a STEM (Science Technology Engineering Math) certificate are still higher for males than for females. Therefore, efforts to realize gender equality in education must continue to be carried out by all stakeholders. From the interview and observation data it can be seen that the representation of the head of the service as a policy maker does not differentiate between women and men and everyone has equal access to education.

The Women Representation in Social Welfare Development

Development in the social welfare focus includes development related to the social life of the community, including education, health and the fulfillment of other basic

social needs of the community. The dimension of a decent standard of living is a representation of welfare.

1) Per Capita Expenditure

Salatiga City had the highest per capita expenditure in 2021, followed by Semarang City and Surakarta City. The value of adjusted per capita expenditure in regencies/cities in Central Java can be seen in Appendix 5. Adjusted per capita expenditure in regencies/cities in Central Java Province, 2019-2021 (Thousand Rupiah/Year).

Looking at the development of Salatiga City's adjusted per capita expenditure relative to the Central Java Province and National averages, it appears that Salatiga City's adjusted per capita expenditure is always higher. Higher per capita expenditures indicate higher incomes and there are 32 large industries in Salatiga City. These industries absorb thousands of workers and have a domino effect on the economy of the surrounding area. In addition, large industries tend to give their employees proper rights and provide wages according to the law, even though Salatiga City's minimum wage of Rp2,128,523.19 is below Semarang City's Rp2,835,021.29 and Semarang Regency's Rp2,311,254.15. However, the increase in per capita expenditure in Salatiga city has been uneven, with the female population always having lower per capita expenditure than the male population, with an average difference of more than 4 million rupiah throughout 2020-2022 [5].

Table 3: Per Capita Expenditure

Sex	Percapita Expenditure		
	2020	2021	2022
Male	19523	19666	20313
Female	15176	15329	15764
Kota Salatiga	15699	15843	16351

Source: Salatiga BPS, 2022 [5]

2) Labor Force Participation Rate (TPAK)

The TPAK of men is higher than that of women. Men's TPAK is 79.25 percent while women's TPAK is only 63.23percent. The significant difference indicates a preference in terms of opportunities to work. The TPT for women was 7.49 percent, higher than that for men at 7.39 percent. 100 female residents aged 15 years and over who are available to produce goods and services, there are around 7 to 8 people who are unemployed. The higher TPT for women indicates that there is more female labor force who are not absorbed in the labor market than the male labor force. Susenas 2020 data shows that in the adult age group women dominate, at 50.17 percent, but there is less absorption into the labor force, which causes an imbalance in economic welfare between women and men. This is not only the case in Salatiga City, but also in Central Java Province and at the national level [5].

Table 4: Labor Force Participation Rate

Sex	Percapita Expenditure		
	2020	2021	2022
Male	78,16	76,97	79,25
Female	62,76	64,14	63,23
Salatiga	70,23	70,36	71,00

Source: Salatiga BPS, 2022 [5]

3) Poverty Alleviation

In percentage terms, Salatiga City has the second

smallest percentage of poor people after Semarang City. In 2019, the percentage of poor people in Salatiga City was 4.76 percent, then slightly increased to 4.94 percent in 2020 and increased again in 2021 to 5.14. The development of the poverty line in Salatiga City in the 2016-2021 period shows that the poverty line in Salatiga City continues to increase from year to year. In 2021, the poverty line in Salatiga City is above the national poverty line, and the poverty line in Salatiga City is always above the poverty line in Central Java Province. The poverty line for Salatiga City in 2021 is IDR 480,903 per capita per month. When compared to 2020 with a poverty line of IDR 454,154 per capita per month, there was an increase of 5.89 percent. At the same time, the increase also occurred in Central Java Province and National by 3.49 percent and 3.93 percent, respectively.

When viewed the development in the field of women's welfare is backward from various angles. Women have less expenditure than men because the level of employment is still limited and ultimately impacts poverty in women. women work a lot in the informal sector whose welfare is not guaranteed. the representation of women as public officials should break the chain of poverty in women from the roots. The representation of women in economic development has not been seen either formally or substantially, so that women's income is less than that of men in all criteria.

Women's Empowerment

The aspect of women's empowerment is very important to ensure that women are not left behind in development. The performance of women's empowerment and child protection in Salatiga City can be seen from the extent of efforts to improve the quality of life and protection of women, increase participation and gender equality in development, strengthen gender and child mainstreaming institutions and efforts through policies to improve the quality of children and women. Efforts to strengthen gender and child mainstreaming institutions are shown by monitoring and evaluation of PUG which is carried out up to 2 times each year. Provision of gender data is carried out through the preparation of Gender and Child Information System (SIGA) data. The institutional achievement of PUG can also be seen from the increased knowledge on the prevention and handling of gender and child-based violence and trafficking in Salatiga City [2].

Women and children are vulnerable to violence especially during the Covid-19 pandemic where everyone has to stay at home. Physical and psychological violence are the most common forms of violence against women and most of it occurs in the household or domestic violence. In 2021, there were 17 cases of violence against children, while there were 11 cases of violence against women. Cases of violence against children and women have increased from 2020 which reached 9 cases of child abuse and 9 cases of violence against women [14]. Seeing this increase in cases shows that victims of violence have begun to be brave enough to report cases of violence they have experienced, with technological advances using online report access tools. The government should improve the quality and quantity of services for women victims of violence and increase the provision of violence prevention education.

There are still cases of violence against women and children in Salatiga City due to various factors, so the handling of this issue must continue to be maximized by various parties. The institutionalization of gender

mainstreaming in Salatiga City has not been optimized, so there is still a need to strengthen the institutionalization of PUG through the City PUG Working Group. The work of the Provincial PUG Working Group and SKPD Focal Points in implementing PUG is also not yet optimal in empowering women. The institutionalization of the Children's Forum and the acceleration of the implementation of children's rights have not gone well due to the lack of facilities and infrastructure to support the fulfillment of children's growth and development needs. Disaggregated data accommodated in SIGA is also not yet accessible to the public and not all OPDs classify disaggregated data. Patriaki mindset culture and the small number of women who enter politics and the low knowledge of women about politics The double burden attached to women, traditionally women are always assumed to be near their children while doing household chores.

Substantive representation has been carried out by the heads of women's offices but have not optimally understood and implemented gender-responsive policies as seen from the achievement of development in 3 fields, namely education, health and welfare in the three most important areas of women's development are still lagging behind where women should be the main target in the field of development.

Women's representation in the public sphere is still something to be fought for. Representation is not just a matter of. The number but how women as public leaders can represent in substance by using PPRG in both policy and budget to ensure that all men and women are not left behind in development. Presidential Instruction No. 9 of 2000 on Gender Mainstreaming has just been implemented by Perwali No. 5 of 2021. Salatiga City implements PPRG in the 2017-2022 RPJMD, especially in mission 8, namely "Improving social welfare, gender equality and child protection", based on the Gender Mainstreaming Regional Action Plan in Perwali No. 31 of 2019. PPRG planning requires commitment, institutional budgeting and guidance. The implementation of Gender Mainstreaming must also ensure that basic human needs such as health, education and the economy are easily accessible, provide benefits and control for the community.

To measure the success of regional development, it can be seen from the Human Development Index (HDI) in a city, province and country. This research specializes in how development that emphasizes equality between men and women, as measured by the Gender Development Index (GDI) and Gender Empowerment Index (IDG), has quantitatively achieved very high achievements in the province of Central Java and Indonesia. However, development cannot only be seen in terms of numbers but must be seen in a comprehensive or qualitative manner. Increases in literacy rates, average years of schooling, life expectancy and per capita income must be felt by all people, both men and women. Salatiga city also received the Parahita Eka Praya award in 2017, but this should be a reference so that all policies and budgets are gender responsive.

Gender Empowerment Index (IDG)

Table 5: The Gender Empowerment Index (IDG) in Salatiga City

Year	2018	2020	2021	2022
IDG	82,16	76,07	79,08	79,29
Women's Income	41,36	41,42	41,08	40,4

Contribution				
Women as Professional	51,95	48,8	48,61	53,22
Women in Parlemen	29,17	20	24	24

Source: Salatiga BPS, 2022 [5]

The achievement of the Gender Empowerment Index (IDG) in Salatiga City always increases from 2020. Women's Income Contribution, Women as professionals and women in Palemen have not been able to beat IDG's achievements in 2018. Women's income contribution must be increased in line with development policies so that there is no large per capita income gap between men and women. the involvement of women as representatives in both parliament and the bureaucracy as policy makers must also be encouraged to meet the 30% quota and have knowledge of gender mainstreaming in development so as to create responsive policies.

IV. CONCLUSION

The representation of women in the public sphere is still something that must be fought for. Representation is not just a problem. The numbers but how can women as public leaders be substantially represented by using PPRG both in policies and budgets to ensure that both men and women are not left behind in development. Presidential Instruction number 9 of 2000 concerning Gender Mainstreaming has just been implemented with Perwali number 5 of 2021. The City of Salatiga implements PPRG in the 2017-2022 RPJMD especially on mission 8 namely "Improve community welfare, gender equality and child protection", based on the Action Plan Regional Gender Mainstreaming in Perwali Number 31 of 2019. PPRG Planning requires Commitment, Budget Institutions and Development. The application of Gender Mainstreaming must also ensure that basic human needs such as health, education and the economy are easily accessible, provide benefits and control for the com.

Improved quality of life signifies the welfare of society is evenly distributed. Achievements in the fields of education, health and the economy are always increasing, but all these achievements will not be good if women are still lagging behind in all aspects. Women's representation in the Salatiga City DPRD [15] has never reached 30% even though substantively representation is better than just quantity representation but is an indicator of Gender Empowerment (IDG) in development. The importance of women's service heads as policy makers is yet to be seen. There is still a lot of violence against women and children, high rates of maternal and infant mortality have not been able to make Salatiga a child-friendly city (KLA). This requires the hard work of all parties, especially the health sector and women's empowerment.

An understanding of PPRG must be owned by both male and female stakeholders. If you only hope for women leaders, then gender responsive policies will not materialize. Increasing the representation of women as heads of offices in important sectors in Salatiga City is not accompanied by knowledge of gender responsive policies and budgeting. Salatiga City Received the title of Tolerant City according to institutional equivalent in 2021 by looking at the RPJMD which has used the budget to improve gender equality. This is a good start in realizing a city that is tolerant and friendly to women and children.

Representation of women as public officials in this case are bureaucrats who are leaders in important sectors in human development. Formal and descriptive representation of women has increased as seen from the achievement of the gender development index and gender empowerment index in Salatiga City during 2017-2022 and even became number 1 in Central Java. Because the bureaucratic system allows policy making in accordance with applicable provisions in accordance with Gender Mainstreaming (PUG). Gender responsive policies have been formally established in accordance with Mayor Regulation no. 21 of 2019 concerning gender mainstreaming

However, symbolically and substantially, women's representation has not been seen from several policies. The representation of women in the field of health development has not been maximized, this can be seen from the lack of realization of the maternity budget causing the high maternal mortality rate in Salatiga City. in the field of educational development even though there is no discrimination, the average length of schooling, literacy rates, and the number of people who have a STEM (Science Technology Engineering Math) certificate are still higher for males than for females. Finally, in the dimension of economic development, women still occupy the second position, this can be seen from the much lower per capita income of women, the small absorption of female labor so that women tend to be poorer than men. Women work in the informal sector with an income below the minimum wage and do not have health and job insurance, which makes women vulnerable. there is no visible representation of women in the economic sector, both formatively and substantively, which is gender responsive. Economic inequality between women and men has an impact on the dimensions of women's empowerment. When women income, have lover the domestic violence often occurs. Complaints of violence against women are also difficult to report. Women's empowerment service websites are not easily accessible. Services for victims also often encounter difficulties in investigations. Those all issues of gender development in the city of Salatiga must be resolved immediately because gender mainstreaming is not just a matter of numbers but how to ensure that women and men can enjoy development fairly.

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