



IMPLEMENTATION OF WOMEN'S REPRESENTATION POLICY IN THE RECRUITMENT OF DISTRICT ELECTION SUPERVISORY COMMITTEE (PANWASCAM) IN BEKASI

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Abstract

Women's representation in politics is needed to be able to voice various kinds of women's aspirations, women's needs, and women's issues. As a form of support for women's political representation, the government has made special affirmation policies for women in politics, which include special quotas for women's candidacy in the DPR and DPRD, management and membership of women in political parties, and representation of women in election organizers. Although it has been regulated in the Election Law, which states that the composition of election organizers must pay attention to at least 30% of women's representation, in practice, until now, women's representation in election organizers has not been optimal, especially at the level of election organizers at the ad hoc level. This research focuses on the policy of women's representation in the recruitment of the Bekasi City District Panwaslu in 2023. This research uses the theory of policy implementation by Van Metter Van Horn using six variables: standards and objectives, resources, characteristics of the implementing organization, communication between implementing organizations, the attitude of the implementers, and the social, economic, and political environment. The result of this study is that currently the number of women in Panwascam Bekasi City is six (6) people, or 17% of the total 30 District election supervisory committee (Panwascam) members. Even though in the recruitment process, the Bekasi City Bawaslu has provided special affirmation policies for women, such as providing an extension of Panwascam registration time for sub-districts that have not met the quota of women. However, this does not necessarily increase women's representation in Panwascam. There are various obstacles faced by women, such as structural, cultural, and capability barriers.

Keywords: Women Representation, Affirmative action, policy

INTRODUCTION

In democracy era, women's representation in the political process has become an increase important and pressing issues. Women's active participate in politic institution and eletction considered a significant indikator of success of inclusive and democracy. Although women has made progress in various fields, there is still a significant gender gap in the politic representation of women in Indonesia. This has led to policies purpose at motivation women in decision-making processes, including the introduction of affirmative action policies that require a minimum of 30% women's involvement in the nomination of legislative candidates and the leadership of political parties.

This policy stems from the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which Indonesia ratified through Law No. 7 of 1984. Subsequently, affirmative action was first legislated in Law No. 12 of 2003 concerning General Elections for Members of the People's Consultative Assembly, Regional Representative Council, and Regional People's Representative Council. Article 65 of this law states, "Each Political Party participating in the Election may nominate candidates for the People's Representative Council, Provincial Legislative Council, and Regency/City Legislative Council in each Electoral District, taking into account a minimum representation of 30% for women.". This approach was further reinforced in Law No. 22 of 2007 concerning the Organization of General Elections, which mandates that the composition of election organizers must consider a minimum of 30% representation of women. Article 6, paragraph (2) of this law specifies that "Considering a minimum representation of women at 30%.". The same principle is also mentioned in Law No. 7 of 2017 regarding General Elections. Article 92 of this law stipulates that "the composition of the membership of the Election Supervisory Board, Provincial Election Supervisory Board, and Regency/City Election Supervisory Board must consider a minimum representation of women of at least 30%." Additionally, in Article 10 of the same law, it is stated that the formation of the General Election Commission (KPU) membership should take into account a minimum representation of women at 30%. Based on the phrase used in women's involvement, "paying attention" to women's representation of at least 30% is only meant as suggestions, not as an obligation that must be adhered to and implemented. This indicates that efforts to increase women's involvement should be

more voluntary rather than binding, allowing individuals and organizations to devise measures that suit their respective situations and policies.

The representation of women in the General Election Commission of the Republic of Indonesia (KPU RI) and the West Java Election Commission (KPU Jawa Barat) is an important aspect in the effort to achieve gender equality in the democratic process. With various efforts and initiatives, KPU RI and KPU Jawa Barat remain committed to increase women's involvement in politics and public decision-making. Through various general election, affirmative measures, and awareness campaigns, the percentage of women involved in KPU RI and KPU Jawa Barat ensures that the voices and perspectives of women can be fair represented in the politic process and governance of the nation. Here are the percentages of women's representation in KPU RI and KPU Jawa Barat.

Women's representation in the Election Supervisory Agency of the Republic of Indonesia (Bawaslu RI). Bawaslu RI and Bawaslu West Java play a crucial role in involved women in monitoring and overseeing electoral policies, which are vital components of democracy. Ensuring that women hold significant positions in the structures and decision-making of Bawaslu demonstrates a commitment to enhancing women's participation in politic and election

Table 1

The percentage of women in the Indonesian Election Supervisory Board (Bawaslu RI).

Period	Women	Men	Percentage of women's representation
2007 - 2012	3	2	60%
2012 - 2017	1	4	20%
2017 - 2022	1	4	20%
2022 - 2027	1	4	20%

Source: Cakra Wikara Indonesia, 2019

Based on the table above, which contain the percentage of women in Bawaslu RI, it is noted from 2007 to 2012, the representation of women exceeded 30% with a percentage of 60%. There were 3 women and 1 man serving as Commissioners of Bawaslu RI. In period from 2012 to 2017, there was a decrease in the representation of women with a percentage of 20%, consist of 1 woman and 4 men as Commissioners of Bawaslu RI. Similarly, from 2017 to 2022, the percentage of women remain at 20%, with 1 woman

and 4 men as Commissioners of Bawaslu RI. In 2022 to 2027 period, the representation of women is record at 20% with total 5 members, consist of 4 men and 1 woman.

Table 2

Representation of Women in the Commissioners of the West Java Bawaslu

Period	Women	Men	Percentage of women's representation
2009 - 2012	1	2	33%
2012 - 2017	0	3	-
2017 - 2023	0	3	-
2023 - 2028	1	6	14%

Source: Bawaslu West Jawa

Based on data above, in the period from 2009 to 2012, there were 2 males and 1 female serving as commissioners of the West Java Election Supervisory Board (Bawaslu). In period from 2012 to 2017 and period from 2017 to 2023, there were 3 males. In period from 2023 to 2028, there are 6 males and 1 women serving in the position of commissioners at West Java Election Supervisory Board.

The Electoral Organ Honorary Council (DKPP) also has the potential to influence women's representation, for the example by strengthening democracy and achieve fair and democratic elections. Women's active participation in the electoral process ensures that their perspectives and needs are recognized and well-represented in politic decision-making.

Table 3

Women's representation in the Electoral Organ Honorary Council (DKPP)

No.	Period	Men	Women	Percentage of Women's Representation
1	2012 – 2017	3	4	57%
2	2017 – 2022	6	1	14%
3	2022 - 2027	5	2	28%

Source : dkkp.go.id

The elected members of the DKPP are inaugurated based on the Presidential Decree of the Republic of Indonesia Number 75/P Year 2017. This decision govern the cessation members of the Electoral Organ Honorary Council who serve during the period from 2012

to 2017 and the appointment of the members of the Electoral Organ Honorary Council for the term from 2017 to 2022. This decision was made on June 9, 2017.

One of the important institutions responsible for ensure the sustainability and integrity of elections in Indonesia is the Election Supervisory Body, which is task with overseeing transparent and fraud-free electoral process. The establishment of Subdistrict Election Supervisory Committee (Panwascam) is an effort to achieve clean, honest, fair, and democratic elections in Indonesia. The goal of creating Panwascam is to expand the territorial scope of the Bawaslu, making more effective in monitoring every subdistrict throughout Indonesia. Panwascam has duty and responsibility to oversee the electoral process at the subdistrict level and ensure integrity and fairness in conduct of elections. Additionally, Panwascam plays a crucial role in monitoring the various stages of elections, from voter registration and campaign to ballot casting and vote counting.

Bekasi City, being one of the major cities in Indonesia, faces similar challenges in women's representation in the recruitment of Panwaslu members. Despite policies and efforts to enhance women's participation in politic institutions, the level of women's participation in Panwascam in Bekasi City remain to low. The formation of Panwascam involve a selection process where the Bawaslu invites the community to apply as candidates for Panwascam members. These candidates then go through a series of selection stages, include administrative verification, written test, interview, and training. The selection of Panwascam members are assigned to carry out supervision in their respective subdistricts, collaborating with relevant authorities and report their finding to Bawaslu. However, women's representation in Panwascam is still far from expectations.

Therefore, this research goals to examine the policy of women's representation in the recruitment of 2023 Bekasi City district Panwaslu members. This study will identify the factors of influence the low representation of women in Panwaslu. Through this research, it hoped to provide a more comprehensive understanding of the obstacles and challenges in achieve optimal women's representation in the Panwaslu. Furthermore, this research is expected to serve as a foundation for more effective and sustainable policy-making to enhance women's participation in the politic process at the subdistrict level, this study hold significant relevance in the context of developing inclusive and just democracy in Indonesia, particularly in Bekasi City.

METHODOLOGY

This research used a qualitative research method, which is descriptive in nature, focus on observing a specific phenomenon or event. (Creswell, 2013) This method involve collecting descriptive data through direct interactions with research participants, with the researcher as the primary instrument. In this study, qualitative data is gathered through observation, in-depth interviews, documentation, official records, and audio-visual materials. Patton categorizes qualitative data collection methods in three parts, namely in-depth interview, direct observation, and collecting written documentation. (Alsa, 2014)

RESULT

According to Anne Phillips in (Ambarwati, 2021), the representation of women in politics can be divide in two forms: politics of idea and politics of presence. Currently, politic representation arises from the politics of idea, which involves proposing ideas and concepts. Anne Phillips argues that the low representation of women in state institutions is due to, first, structural factors, include the electoral system and male dominance. Second, cultural factors, such as negative perceptions in society that women are not competent in the political sphere, as well as other negative views relate to time and mental capacity to engage in politics. In her view, women possess the qualities needed to represent women's interests in politics. The presence of women in the political structure is crucial for inspiration politic engagement in society and influence policies to be responsive to gender issues.

Similarly, in Bawaslu especially in the Panwaslu, the participation of women in the recruitment process is still low when it comes to monitoring elections. The lack of women's representation is due to factors like stereotype or stigma that limit women's involvement in politics. Additionally, women often face the dual burden of household responsibilities, careers, and family obligations, which leave them with limited time and energy for active involvement in Panwaslu. Furthermore, there is a lack of awareness about the importance of politic participation and a lack of politic education. Other factors include structural barriers such as the absence of policies facilitate women's representation in Panwaslu.

The formation of Subdistrict Election Supervisory Committee (Panwaslu) involves several stage that begin with the establishment of the Working Group (Pokja) for the

Formation of Subdistrict/Urban Supervisory Committee. This is followed by the following steps: announcement of registration, acceptance of participants administrative documents, administrative document review, announcement of administrative selection result, receipt of feedback from the public, written test, announcement of written test result, interview test, plenary meeting to appoint leaders, announcement of the selected Subdistrict Election Supervisory Committee candidates based on interview result, inauguration and the final stage of presenting reports on the formation of ad hoc supervisor according to their level.

Table 4

As for the number of Panwaslu applicants in Bekasi City as of September 27, 2022, it is:

No.	District	Men	Women	Percentage of Women's Representation	Amount
1	Bekasi Utara	27	14	34%	41
2	Bekasi Selatan	17	5	23%	22
3	Bekasi Timur	27	10	28%	37
4	Bekasi Barat	14	9	39%	23
5	Medan satria	15	6	29%	21
6	Bantar gebang	16	3	16%	19
7	Pondok melati	11	4	27%	15
8	Pondok gede	9	6	40%	15
9	Rawa Lumbu	24	5	17%	29
10	Mustika jaya	17	6	26%	23
11	Jati Sampurna	10	3	23%	13
12	Jatiasih	20	5	20%	25
total		207	76	27%	283

Source: Badan Pengawas Pemilu (Bawaslu) Kota Bekasi

Based on the table above, there are nine (9) subdistricts that do not meet the 30% female applicant requirement. These subdistricts are South Bekasi, East Bekasi, Medan Satria, Bantar Gebang, Pondok Melati, Rawa Lumbu, Mustika Jaya, Jati Sampurna, and Jati Asih. The registration for Panwaslu in Bekasi City started from September 21 to September 27, 2022, with a total of 281 applicants, consist of 207 men applicants and 76 women applicants.

Due to the insufficient number of female applicants, an extension of the registration period for the Panwaslu in Bekasi City sub-district was implement from October 3 to October 7, 2022. This decision was made as an effort to enhance women's representation in the Panwaslu in Bekasi. By extending the registration period specifically for women, it hoped that more women will express their interest and apply as members of Panwaslu. This will have a positive impact on strengthening women's representation in the electoral monitoring process in the relate subdistricts.

Table 5

The Number of Bekasi City District Panwaslu Applicants with the Extension Period

No.	District	Men	Women	Percentage of Women's Representation	Amount
1	Bekasi Utara	27	14	34%	41
2	Bekasi Selatan	19	10	34%	29
3	Bekasi Timur	28	14	33%	42
4	Bekasi Barat	14	9	39%	23
5	Medansatria	18	10	36%	28
6	Bantargebang	17	3	15%	20
7	Pondokmelati	12	4	25%	16
8	Pondokgede	9	6	40%	15
9	Rawa Lumbu	25	7	22%	32
10	Mustikajaya	20	9	31%	29
11	Jatisampurna	10	4	29%	14
12	Jatiasih	23	8	26%	31
Total		222	98	31%	340

Source : Bawaslu Kota Bekasi

Based on the table above, it can be seen that there are an additional 38 applicants, consist of 15 men applicants and 25 woman applicants. The total number of applicants is 320, with 222 men and 98 woman.

The extension of the Subdistrict Election Supervisory Committee (Panwascam) recruitment period, organize by the Election Supervisory Agency (Bawaslu), is a crucial step to ensure that the recruitment process is genuinely inclusive and promotes women's

representation. However, despite these efforts, the reality is the percentage of female applicants is still below the minimum representation target of 30%.

RESULT

This research used theory of policy implementation by Van Metter Van Horn (Winarno, 2008) using six variables: standards and objectives, resources, characteristics of the implementation organization, communication between implement organizations, social, economic, and politic environment.

1. Standards and Objectives

The standard and objective of the Bekasi City Bawaslu in implement the policy of women's representation in the recruitment process of the Sub-district Panwaslu refer to Law Number 7 of 2017 concern General Elections Article 92 "the composition of the membership of Bawaslu, Provincial Bawaslu, and Regency / City Bawaslu pays attention to women's representation with a minimum of 30%"

2. Resources

Bawaslu has limited personnel, each division has own functions and duties. However, due the lack of manpower in resources, the division help each other in carrying out tasks. Then there is a lack of human resources in the Sub-District Panwaslu which does not achieve 30% women representation. Although Bekasi City Bawaslu has attempted to extend the registration period for the Sub-District Panwaslu.

3. Characteristic of The Implement organization

The characteristic of the Bekasi City Bawaslu being able to carry out the policy of women's representation in accordance with the provision referring to Law Number 7 of 2017 can be seen from the seriousness of the implementers of women's representation policy in the recruitment process of the Bekasi City Sub-District Panwaslu, namely carrying out the registration extension period and specifically for women in several sub-districts.

4. The attitude of the implementers

The attitude of the implementers, namely the Bekasi City Bawaslu, strongly support the involvement of women in the recruitment process of the Sub-District Panwaslu by paying attention to the quality of the participants. The existing regulations, however, make

it difficult to reach the maximum number because the phrase in Law Number 7/2017 article 92 states that "pays attention to" not "requires".

5. Communication between implementi organizations

Efforts to convey information have been made through various means such as conducting socialization to the community, through newspapers, social media, websites, stakeholder institutions. However, the distribution of this information is uneven so there are some people who do not know about the recruitment of Sub-District Panwaslu members.

6. The social, economic, and politcal environment

Indonesian society is still a patriarchal culture which still compartmentalizes the role of men and women, so that when women want to take a part in activities outside the home, one of which is the recruitment of Panwaslu Subdistrict, women are consider incapable by the community. While the second problem arises when the woman is assigned domestic work which consume a lot of time and energy. Meanwhile, Law Number 7, Year 2017 Article 92 is not given firmness in the implementation of women's representation policies.

In the final stage of the all-important recruitment of Sub-district Election Supervisory Committee (Panwascam) members, we enter the interview phase with the candidates selected by the Election Supervisory Agency (Bawaslu). Through this stage, Bawaslu has the opportunity to delve deeper into knowledge, competence and commitment of the Panwascam candidates, and ensure that they meet the requirements and standards need to carry out the all-important task of election monitoring. This interview is a crucial moment in ensuring that the Panwascam consist of individuals who are competent, integrity, and committed to maintaining fairness in the electoral process.

Tabel 6

No.	Kecamatan	Laki-laki	Perempuan	Jumlah Persentase Perempuan
1	Bekasi Utara	3	-	-
2	Bekasi Selatan	3	-	-
3	Bekasi Timur	2	1	33%
4	Bekasi Barat	3	-	-
5	Medan Satria	2	1	33%
6	Bantar Gebang	2	1	33%
7	Pondok Melati	2	1	33%
8	Pondok Gede	2	1	33%
9	Rawa Lumbu	3	-	-
10	Mustika Jaya	3	-	-
11	Jatisampurna	2	1	33%
12	Jatiasih	3	-	-
	Total	30	6	17%

Source: Bekasi City Bawaslu

The results of the election of the Bekasi City Panwaslu are still far from 30% women's representation, as stated in the table above, 36 people were elected, consist of 30 men and 6 women. Each sub-district elected 3 people as members of Bekasi City Sub-district Panwaslu. East Bekasi elected 2 men and 1 woman, South Bekasi elected 3 men, North Bekasi elected 3 men, West Bekasi elected 3 men, Medan Satria elected 2 men and 1 woman, Rawa Lumbu elected 3 men, Jatiasih elected 3 men, Pondok Gede elected 2 men and 1 women, Bantar Gebang elected 2 men and 1 women, Mustika Jaya elected 3 men, Pondok Melati elected 2 men and 1 women, Jati Sampurna elected 2 men and 1 women.

Among the 12 sub-districts that form the core of a region. Unfortunately, only 6 of them has female representation in Sub-district Election Supervisory Committee (Panwascam). While the ideal goal would be to ensure balanced gender representation in each sub-district, the reality shows that the struggle to achieve gender equality in election supervision still has significant challenges. While six sub-districts may has taken positive steps to ensure that women's voices are represented in this process, there is great potential

to expand these efforts to the entire region and encourage the participation of more women in election observation. Gender equality is at the core of an inclusive democracy, and the hard work to achieve it must continue.

The presentation is also supported by the response from Choirunnisa Marzoeki, the Chairperson of the Bekasi City General Election Supervisory Agency, on October 9, 2023 at Bekasi City General Election Supervisory Agency Office. She stated:

"Because the word of 'memperhatikan' (to consider) is different from the word 'mewajibkan' (to mandate). If it's mandated, among the 3 members, there must be 1 woman. If it's consider, this is an effort. That's why I acknowledge that not all districts have women. Even though efforts has been made, for example, the number of applicants in each district is still below 30%, so we extend the registration period."

In implement the women's representation policy in the Sub-district Election Supervisory Committee (Panwaslu Subdistrict) recruitment process, Bekasi City General Election Supervisory Agency (Bawaslu Kota Bekasi) has identify several barriers that has led to low representation of women in the recruitment process of the Bekasi City Sub-district Election Supervisory Committee. This was conveyed by Iqbal Alam Islami, head of the Bekasi Election Supervisory Board, in an interview:City

"The low interest of women in becomes organizers, inadequate election regulations, and in the fact that this policy is not a priority in our policies are the main reasons for low representation of women in the recruitment process."

The same statement was also made by Choirunnisa Marzoeki, the Chairperson of the Bekasi City General Election Supervisory Agency. One of the main obstacle is the limited participation of women in the Sub-district Election Supervisory Committee (Panwascam). Bekasi City Election Supervisory Board has observed that women tend to be less interested in getting involved in the electoral oversight process. This can be attributed to various factors, such as a lack of awareness of the importance of their role in ensure the integrity of elections. Many people still hold belief that the politic arena and election administration are primarily the domain of men, making many woman uncomfortable in taking on role in the electoral process.

Based on the statements of several informants regard the factors contributing to low representation of women in the recruitment process of the Bekasi City Sub-district Election Supervisory Committee, there are also solution proposed by informants in this study. Dila Novita, an academic and women's rights activist, suggests that policymakers

can take regulatory measures in the form of sanctions or consequences and provide clarity in Law Number 7 of 2017 on General Election, not only emphasizing the representation of women but mandate it. Furthermore, she recommends creating opportunities for women in strategic politic positions."

Then the next statement was delivered by Iqbal Alam Islami as the head of Bawaslu Bekasi City on October 10, 2023 saying that: "The solution that can be done is to provide politic and electoral education for women, conduct massive socialization in all regions, make changes and strengthen the Election Law regulations, and there needs to be special attention from the central Bawaslu to the regions."

CONCLUSION

In the context of the recruitment of members of the Sub-district Election Supervisory Committee (Panwascam) in an area with 12 sub-districts, we can conclude that only half of the sub-districts have women's representation in the Sub-district Panwaslu. Although efforts has been made by Bawaslu Bekasi City, namely extend the registration period for the Bekasi City Sub-district Panwaslu. Therefore, it is necessary to continue efforts to increase women's participation in all sub-districts in order to achieve the goal of a more representative and equitable democracy.

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