PERLAKSANAAN DAN AMALAN *GENDER MAINSTREAMING*: KAJIAN KE ATAS SEKTOR AWAM DI MALAYSIA

NUR SYAKIRAN AKMAL ISMAIL

UNIVERSITI KEBANGSAAN MALAYSIA

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TESIS YANG DIKEMUKAKAN UNTUK MEMPEROLEH IJAZAH
DOKTOR FALSAFAH

INSTITUT KAJIAN MALAYSIA DAN ANTARABANGSA
UNIVERSITI KEBANGSAAN MALAYSIA
BANGI

2014

PENGAKUAN

Saya akui karya ini adalah hasil kerja saya sendiri kecuali nukilan dan ringkasan yang setiap satunya telah saya jelaskan sumbernya.

8 Mei 2014   NUR SYAKIRAN AKMAL ISMAIL
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PENGHARGAAN

Alhamdulillah atas keredaan Allah S.W.T akhirnya saya dapat menyelesaikan tesis ini. Saya bersyukur kerana telah diberi peluang untuk melanjutkan pelajaran di peringkat Doktor Falsafah setelah ditawarkan biasiswa di bawah Skim SLAI tajaan KPT dan UUM. Oleh itu, penghargaan jutaan terima kasih kepada KPT dan UUM yang memberi kepercayaan kepada saya untuk melanjutkan pelajaran hingga tahap tertinggi. Perjalanan untuk menyelesaikan tesis ini telah memberi saya pelbagai ilmu yang membentuk diri saya sebagai seorang pelajar yang bertanggungjawab dan seterusnya menjadi ahli akademik yang mampu menyumbang ilmu pengetahuan untuk anak bangsa. Proses yang saya lalui ini tidak akan berjaya sekiranya tanpa guru yang benar-benar hebat untuk membimbing saya sehingga ke tahap ini. Saya rasa bertuah kerana guru saya Prof. Dr. Rashila Ramli, tidak pernah jemu untuk memberi tunjuk ajar tanpa mengira masa dan keadaan, saya mengucapkan ribuan terima kasih atas bimbingan yang diberi. Ucapan terima kasih juga kepada semua staf IKON yang sering membantu saya untuk mempermudahkan perjalanan ini.

Sepanjang pengajian ini, ramai yang telah memberi sokongan dan dorongan, terima kasih untuk sahabat-sahabat dan rakan seperjuangan, Ummu, Kak Zie, Kak Yuhanif, Wiyah, Kak Ina, Kak Ita, Kak Chom, Kak Lid, Dr. Sabarani dan ramai lagi. Tidak lupa untuk keluarga kak Shah dan abang Nawi, serta keluarga-keluarga terdekat yang sentiasa memberi sokongan.

Terima kasih juga buat anak-anak tercinta, Muhammmad Ammar Haikal, Muhammad Ikmal Zamry dan Nur Ameera Husna yang sentiasa menyokong Ummi untuk meneruskan perjuangan ini, dan melepaskan Ummi untuk meninggalkan kalian sepanjang proses pengajian Ummi. Terlalu besar pengorbanan kalian untuk Ummi.

Untuk suami tercinta, Md Zawawi Abu Bakar yang menjadi rakan seperjuangan, rakan dorongan dan peneman yang setia untuk menyokong perjuangan ini. Terima kasih sayang. Juga ucapan terima kasih buat keluarga mertua Abu Bakar dan Che Rokiah, serta teristimewa untuk emak tersayang, Munirah Hj Said dan khas buat arwah abah sebagai semangat utama yang tidak sempat berkongsi kegembiraan ini. Al-fatihah….

ABSTRAK

Gender Mainstreaming ialah proses mengenalpasti kesan terhadap wanita dan lelaki pada setiap tindakan yang dirancang, termasuklah undang-undang, dasar atau program, pada setiap peringkat. *Gender mainstreaming* (GM) telah dilancarkan pada tahun 1995 di Persidangan Wanita Antarabangsa Beijing, sebagai strategi global untuk mempromosikan kesamarataan gender. Walaupun konsep tersebut diperkenalkan pada tahun 1995, tetapi proses yang berlaku di Malaysia telah bermula sejak selepas merdeka iaitu pada tahun 1956. Walaupun proses GM telah berlaku, tetapi sehingga tahun 2013, isu kesamarataan gender masih belum dapat diselesaikan oleh Malaysia. Oleh itu, kajian ini memberi tumpuan kepada proses pelaksanaan dan amalan *gender mainstreaming* (GM) di Malaysia melalui sistem terbuka yang dipengaruhi oleh isu-isu antarabangsa dan domestik. Tiga persoalan kajian telah dikemukakan melalui masalah kajian iaitu (i) Bagaimanakah sistem proses pelaksanaan *Gender Mainstreaming* di Malaysia berlaku secara umum?; (ii) Sejauh manakah proses *Gender Mainstreaming* berlaku pada peringkat pembuatan keputusan di organisasi awam di Malaysia? dan; (iii) Adakah proses *Gender Mainstreaming* yang berlaku di Kementerian Pelajaran Malaysia (KPM) dan Kementerian Sains, Teknologi dan Inovasi Malaysia (MOSTI) memberi impaknya terhadap pemerkasaan kuasa dalam kalangan pembuat keputusan di kedua-dua organisasi tersebut? Kajian ini mempunyai tiga objektif iaitu, (i) meneliti pemahaman tentang gender mainstreaming sebagai satu pendekatan global yang telah diadaptasikan di Malaysia, (ii) mengkaji hubungkait di antara pelaksanaan dan amalan dengan menggunakan Kementerian Pelajaran Malaysia (KPM) dan Kementerian Sains, Teknologi dan Inovasi (MOSTI) sebagai dua kes kajian serta, (iii) Menganalisis impak GM dari aspek pemerkasaan wanita dalam sektor awam, iaitu di KPM dan MOSTI. Bagi menentukan supaya objektif kajian tercapai, kerangka teori telah mengadaptasikan Model Sistem Politik dan Dasar oleh Birkland (2001); Teori Max Weber (1946) dan; Tahap pemerkasaan Sara Longwe (1991). Kajian ini menggunakan kaedah kualitatif sepenuhnya. Metod kajian meliputi kaedah pengumpulan data *Inductive Thematic Analysis* (ITA) dan Analisis Naratif. Kedua-dua kaedah ini digunakan untuk analisis temubual dan juga analisis kandungan seperti buku, jurnal, dokuman, dan penyata rasmi. Data yang dikumpul ialah data primer dan data sekunder. Informan yang terpilih adalah kumpulan pembuat keputusan di kedua-dua kementerian. Hasil kajian menunjukkan bahawa sistem terbuka telah memaksa proses politik untuk bertindak balas dan seterusnya menggubal dasar berperspektif gender di Malaysia. Pelaksanaan dasar ini menjadi tanggungjawab setiap kementerian kerajaan. Dapatan kajian menunjukkan bahawa proses *gender mainstreaming* di KPM berbanding dengan MOSTI lebih berkesan kerana organisasinya lebih bersifat terbuka dalam mengambilkira wacana gender di peringkat antarabangsa dan tempatan. Oleh itu, KPM telah menggubal dasar-dasar berperspektif gender secara menyeluruh untuk organisasi mereka. Dapatan kajian juga menunjukkan bahawa kesedaran gender merupakan penyumbang utama dalam pelaksanaan *gender mainstreaming* di peringkat tempatan, termasuklah peranan yang dimainkan oleh *Gender Focal Person* (GFP). Selain itu, pengkaji juga mendapati bahawa terdapat kesenjangan di antara pelaksanaan dan amalan *gender mainstreaming* kerana ia banyak bergantung kepada aktor yang terlibat seperti pihak kepemimpinan organisasi , kumpulan pelaksana dan matlamat bagi kumpulan sasaran. Akhir sekali, kesan proses *gender mainstreaming* dalam kedua-dua organisasi ialah pencapaian tahap kedua dalam tingkat pemerkasaan iaitu tingkat kebajikan dan akses. Pencapaian

sehingga ke tahap kedua menunjukan proses *gender mainstreaming* perlu diperkemaskan lagi agar tahap pemerkasaan dicapai sehingga pemilikan kuasa.

THE IMPLEMENTATION AND PRACTICE OF GENDER MAINSTREAMING (GM): AN EXAMINATION OF THE PUBLIC SECTORS IN MALAYSIA.

ABSTRACT

Gender Mainstreaming (GM) is the process of assessing the implications of gender equality and empowerment for women and men of any planned action, including legislation, policies or programs in organizations and at the national and international levels. Gender mainstreaming, which was launched in 1995 at the Fourth World Conference on Women in Beijing, is a global strategy used to promote gender equality. This study focuses on the implementation and practice of gender mainstreaming (GM) in Malaysia through an open system which is influenced by national and international issues. Although the concept was introduced in 1995, but the process was already started after independence, in 1956, in Malaysia. Though the GM has already happen, but until the year 2013, the issue of gender equality has yet to be resolved by Malaysia. Therefore, this study focuses on the implementation and practice of gender mainstreaming (GM) in Malaysia through an open system influenced by international and domestic issues. Three questions were posed through the study of the problems on (i) How do the Gender Mainstreaming implementation process occur in Malaysia in general?; (ii) To what extent does the Gender Mainstreaming occurred at the decision-making levels in public organizations in Malaysia? and; (iii) Does the Gender Mainstreaming process that occurs in the Ministry of Education (MOE) and the Ministry of Science, Technology and Innovation Malaysia (MOSTI) impacted on the power empowerment among decision-makers in both organizations? The research has three objectives. Firstly, the study examines an understanding of gender mainstreaming as a global approach that has been adapted within the Malaysian context. Secondly, the research analyzes the levels between implementation and practice in two case studies involving the Ministry of Education (MOE) and the Ministry of Science and Technology (MOSTI). Thirdly, this study analyzes the impact of GM on women's empowerment in the public sector. In order to achieve these objectives, this study offers a theoretical framework adopted from a Model of Political System and Policy by Birkland (2001); Max Weber Theory (1946) and; the level of empowerment, by Sara Longwe (1991). The research is based on a qualitative research design. It used Inductive Thematic Analysis (ITA) and narrative analysis. Both methods are used to analyze interviews and analysis of content of various sources such as books, journals, documents at, and official statements. The collected data is the primary and secondary. Informants selected were the decision makers in both the ministries. The results from this study indicate several things. Firstly, the open system has forced a political process to take place in the formulation of a policy with a gender perspective. The implementation of this policy becomes the responsibility of all ministries in Malaysia. Secondly, the study indicates that gender mainstreaming has left greater impact in MOE compared to MOSTI because MOE is able to take into consideration the international and national discourse on gender due to its open organizational system. Thus, MOE is able to develop a number of gender responsive policies. Research finding also point out to the fact that women's empowerment and gender awareness, especially through the role played by Gender Focal Persons (GFP) are significant factors in the successful implementation of gender mainstreaming at the organizational level. The study also

shows that there is a disjuncture between implementation and practice of gender mainstreaming due to reliance on different actors at the leadership and management levels, implementers and the objectives of target organizations. Finally, the impact of gender mainstreaming process in both organizations is achieving the second level of the empowerment that are, the levels of welfare and access. The achievements up to the second level shows that the gender mainstreaming process need to be improved so that the level of empowerment could be achieved until to the level of acquiring power.

KANDUNGAN

SENARAI JADUAL

SENARAI RAJAH

SENARAI SINGKATAN

AIM	Amanah Ikhtiar Malaysia
AWAM	*All Women's Action Society*
CEDAW	*Convention on the Elimination of All Forms of Discrimination Against Women*
CUEPACS	Persatuan Sektor Awam Malaysia
DEB	Dasar Ekonomi Baru
DN	Dewan Negara
DR	Dewan Rakyat
DUN	Dewan Undangan Negeri
DWN	Dasar Wanita Negara
DWNK1	Dasar Wanita Negara Pertama
DWNK2	Dasar Wanita Negara kedua
FELDA	Lembaga Kemajuan Tanah Persekutuan
GFP	*Gender Focal Person*
GFP	*Gender Focal Point* (GFP)
GGES	Sekolah Inggeris Perempuan Kerajaan
GM	*Gender Mainstreaming*
GRB	*Gender responsive budget* (GRB)
HAWA	Hal Ehwal Wanita
ICU	Unit Pelaksana Khas
KBSM	Kurikulum Bersepadu Sekolah Menengah
KBSR	Kurikulum Bersepadu Sekolah Rendah
KEMAS	Jabatan Kemajuan Masyarakat
KHB	Kemahiran Hidup Bersepadu
KPM	Kementerian Pelajaran Malaysia
KPWKM	Kementerian Pembangunan Wanita, Keluarga dan Masyarakat
KSU	Ketua Setiausaha
MASTIC	Bahagian Pusat Maklumat Sains dan Teknologi
MGGI	*Malaysia Gender Gap Index*
MOSTI	Kementerian Sains, Teknologi dan Inovasi
MWTU	*Malays Women Teacher's Union*

NACIWID	*National Advisory Council on the Integration of Women*
NGO	Organisasi-organisasi Bukan Kerajaan
NUTP	*National Union of the Teaching Profession*
PERTIWI	Pertubuhan Tindakan Wanita Islam
PM	Perdana Menteri
PTD	Pegawai tadbir dan diplomatik
PTPW	Pelan Tindakan Pembangunan Wanita
R&D	*Research and Development*
RISDA	Pihak Berkuasa Kemajuan Pekebun-pekebun Kecil Perusahaan Getah
RM	Rancangan Malaysia
RMK10	Rancangan Malaysia Kesepuluh
RMK6	Rancangan Malaysia Keenam
RMK7	Rancangan Malaysia Kelapan
RMK8	Rancangan Malaysia Kelapan
RMK9	Rancangan Malaysia Kesembilan
TKSU	Timbalan Ketua Setiausaha
UNDP	*United Nations Development Programme*
UPE	Unit Perancangan Ekonomi
WID	*Women Integration Development*
Wl	Perkumpulan Wanita
YDPA	Yang Dipertuan Agong

BAB I

PENDAHULUAN

1.1   PENGENALAN

Bab pertama ini akan menjelaskan latar belakang kajian, definisi konsep, kajian lepas dan reka bentuk kajian. Latar belakang kajian mempaparkan perkembangan dasar awam berperspektif gender dan perkaitan dengan konsep *Gender Mainstreaming* (GM). Latar belakang kajian kemudiannya di kaitkan dengan permasalah kajian yang membawa kepada persoalan dan objektif kajian. Sorotan kajian lepas merangkumi definisi konsep, sejarah GM dan, kajian-kajian GM. Kajian-kajian lepas GM pula telah dibahagikan kepada tiga tema utama iaitu menganai proses *Gender Mainstreaming* di peringkat antarabangsa, nasional, sektor awam, badan bukan kerajaan dan hubungan kajian antara peringkat-peringkat tersebut. Sintesis kajian pula menyatakan jurang ilmu yang akan diisi oleh kajian ini. Reka bentuk kajian yang memperincikan kaedah-kaedah yang digunakan oleh penyelidik juga dibincangkan dalam bab ini. Bab ini akan membantu pembaca mengetahui idea pengkaji dalam kajian ini.

1.2   LATAR BELAKANG KAJIAN

Dasar awam di Malaysia telah dibentuk sejak merdeka, bermula pada tahun 1957. Kerajaan telah merancang dan melaksanakan pelbagai usaha pembangunan negara bagi mengatasi pelbagai masalah sosio-ekonomi dan politik hasil peninggalan penjajah. Pembangunan ekonomi yang penting menyebabkan kerajaan telah

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