GENDER ISSUE: SEGREGATION, DISCRIMINATION AND INEQUALITY AT WORK PLACE IN SARAWAK CIVIL SERVICE
A CASE STUDY OF PADAWAN MUNICIPAL COUNCIL, KUCHING

CHUMANG NYAMBONG

Kota Samarahan
2002
GENDER ISSUE: SEGREGATION, DISCRIMINATION AND INEQUALITY AT WORK PLACE IN SARAWAK CIVIL SERVICE
A CASE STUDY OF PADAWAN MUNICIPAL COUNCIL, KUCHING
P.KHIDMAT MAKLUMAT AKADEMIK

UNIVERSITI MALAYSIA SARAWAK

CHUMANG NYAMBONG

A dissertation submitted in partial fulfillment of the requirements for the degree of Master of Environmental Management (Development and Planning)

Faculty of Social Science
Universiti Malaysia Sarawak
(UNIMAS)
2002

UNIVERSITY MALAYSIA SARAWAK
94300 Kota Samarahan
I have no doubt that this exercise could have not been carried out without the assistance provided by the Management of SLUSE-Malaysia Programme. Therefore, I would like to thank all those who are involved in the programme and the State Government of Sarawak for granting me study leave to attend this course.

I am indebted to my supervisor, Dr. Hew Cheng Sim for her guidance and patience. Without her, this research project could not have been completed. I also wish to thank Associate Professor Dr. Gabriel Tonga Nuweg, lecturers and UNIMAS staff for their advice in carrying out this research. To my class-buddies, your support meant everything to me.

Lastly, I am grateful to my parents, husband, brothers, children and nieces for their understanding throughout my study.
CHAPTER ONE: INTRODUCTION

1.0 Background
1.1 Sarawak’s Population and Labour Force Participation
1.2 Labour Force Participation in Government Sector
1.3 The Gendered Nature of the Sarawak Civil Service
1.4 Malaysia Constitution on Women’s Right
1.5 Study Objectives
1.6 Significance of the Study
1.7 Profile of Study Organization

CHAPTER TWO: LITERATURE REVIEW

2.1 Sarawak’s Civil Service
2.2 Gender Discrimination in the Work Place
   2.2.1 Human Capital Theory
   2.2.2 Theory of the Division of Labour
   2.2.3 Theory of Social Customs

CHAPTER 3: MATERIALS AND METHODS

3.1 Data Collection
3.2 Sampling Methods and Selection of Respondents
3.3 Problems Encountered/ Limitations of the Study

CHAPTER 4: FINDINGS AND DISCUSSION

4.1 Distribution of Women in the Pedawan Municipal Council
   Work Hierarchy
4.2 Profile of Respondents
   4.2.1 Age of Respondents
   4.2.2 Respondents’ Duration in Service
   4.2.3 Respondents Qualification and Job Grade

CHAPTER 5:

Appendix 1
Appendix 2
Appendix 3
Appendix 4

BIBLIOGRAPHY

Appendix
4.2.4 Respondents Monthly Income 22

4.3 Institutional Obstacles and Barriers in Work Place 24

4.3.1 Discussion with Sectional Head on Career Advancement and Work Problems 24

4.3.2 Treatment in the Work Place 25

4.3.3 Fields of In-service Training and Courses 25

4.3.4 Respondents’ Promotion 26

4.4 Family Aspects (Obstacles and Personal Aspects of Life) 27

4.4.1 Marriage and Spousal Support 27

4.4.2 Responsibility of Child-care 29

4.4.3 Male Respondents Whose Wives are Fulltime Housewives 31

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion 33

5.2 Recommendations 34

BIBLIOGRAPHY

Appendix 1 Sectional Organization Charts of Pedawan Municipal Council 38
Appendix 2 Details Function for every Section in Pedawan Municipal Council 44
Appendix 3 Tables From Chapter 3 47
Appendix 4 Interview Schedule 50
LIST OF TABLES

Table 1.1  Distribution of Employed Persons by Occupation and Gender in Sarawak, 2000 1
Table 1.2  Distribution of Women in the Government Service, 1986 –1991 2
Table 1.3  State Government Servant for Salary Group A to C (Excluding Statutory Bodies) by Gender and Category of Job as on April 2002 4
Table 3.1  Distribution of Employees Taken as Respondents 16
Table 4.1  Distributions of Employees According to Job Grade and Gender in PMC, Kuching as on July 2002 19
Table 4.2  Ages of Respondents 20
Table 4.3  Respondents’ Duration in Service 20
Table 4.4  Respondents Current Job Grade and Highest Qualification 21
Table 4.5  Relationship between Monthly Income and Highest Qualification of the Respondent 23
Table 4.6  Respondents’ Monthly Income 24
Table 4.7  Discussion with Sectional Head on Career Advancement 24
Table 4.8  Treatment in the Work Place 25
Table 4.8a  Number of Training/courses attended for the Past 3 years 47
Table 4.9  Fields of In-service Training and Courses 26
Table 4.9a  Problem Encounter in order to get Training 47
Table 4.10  Promotion among the Respondents 26
Table 4.11  Duration Taken to be Promoted 27
Table 4.11a  Duration taken to be Promoted and Highest Qualification of Respondents 48
Table 4.12  Marital Status of Respondents 27
Table 4.12a  Spouses’ Occupation 48
Table 4.13  Family Support on Career Development 28
Table 4.14  Spouse Support 29
Table 4.15  Checking Children Homework 30
Table 4.16  Who Does Child-care During Office Hours 30
Table 4.17  Look after Sick Children 31
Table 4.17a  Relationship Between marriage and Children in Career development and Highest Qualification Achieved 49
Table 4.18  Full time Housewives (Males Respondents) 31
LIST OF FIGURES

Figure 1.1 Organization Chart: Pedawan Municipal Council, Kuching 8
Figure 2.1 Women’s Work - Benefits to Patriarchy and Capital 12
Gender Issue: Segregation, Discrimination and Inequality at Work Place in Sarawak
Civil Service
A Case Study of Padawan Municipal Council, Kuching

The under representation of women in the higher and middle echelons of government service is an area of concern, insofar as these positions are critical in terms of gender sensitive policy making, program and project design as well as implementation. Therefore, the aim of the study is to determine the institutional and personal obstacles that women face in their career development. The selection of sample was done through stratified sampling. The respondents were taken from every strata of the job hierarchy, so that every level of worker is presented. Descriptive analysis (frequency distribution) was used to analyze the quantitative component of the study. The finding shows that the women were not only segregated but also under-presented at almost all level of job hierarchies in the Padawan Municipal Council (PMC). The under representation of women was mainly due to perception of the staff and the management as well as the late attainment of formal education of the women compared to men. On the whole, in spite of being segregated in certain corner of job grade, under-represented at decision making level, subject to discrimination in term of promotion and having ambivalent relationship with their male superiors, generally, the women interviewed were quite comfortable with their position in the PMC. They presume all those obstacles in their work place and at home as challenge to their career development even though some of them get little support from their respective family.

On the whole, the women interviewed in PMC were quite satisfied with their positions; despite being grouped in particular job grades only, and under-represented at decision making level, discriminated and overlooked for promotions, and having loose relationship with their male superior.
ABSTRAK

Isu Gender: Segregasi, Deskriminasi dan Ketidakadilan di Tempat Kerja, Perkhidmatan Awam Sarawak:
Kajian Kes di Majlis Perbandaran Pedawan, Kuching Sarawak


Secara keseluruhan, wanita yang di temuduga di Majlis Pabandaran Padawan agak berpuas hati dengan kedudukan mereka. Walaupun pada dasarnya mereka terkumpul di gred kerja tertentu, kurang diwakili di peringkat pembuat keputusan, didesriminasi, kadang-kadang kurang diambilkira di dalam kenaikan pangkat dan mempunyai hubungan yang tidak berapa rapat dengan penyelia lelaki.
I confirm that no part of the material offered was previously submitted by me for a degree in this or in any other University. The material from the work of others has been acknowledged and quotations and paraphrases were indicated.

Signed

Date

Sarawak is the largest state in Malaysia with an area of 124,449 sq. km. It is divided into three main divisions, namely the Coastal Division, the Interior Division, and the Sarawakian Capital Division. The population distribution in Sarawak is predominantly Malay, with other significant groups including Chinese, Iban, and Bidayuh.

Male-female population distribution shows 558,900 men and 441,700 women. There were only 16,934 women workers in 1961, which accounted for 83.4% (13,413) of the total population. The distribution of women in different occupations is as follows:

<table>
<thead>
<tr>
<th>Type of Job</th>
<th>Number of Workers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professionals, Technicians</td>
<td></td>
</tr>
<tr>
<td>Administrative &amp; Mgmt</td>
<td></td>
</tr>
<tr>
<td>Clerical &amp; Related</td>
<td></td>
</tr>
<tr>
<td>Sales Workers</td>
<td></td>
</tr>
<tr>
<td>Service Workers</td>
<td></td>
</tr>
<tr>
<td>Agriculture, Animal Workers</td>
<td></td>
</tr>
<tr>
<td>Fishermen</td>
<td></td>
</tr>
<tr>
<td>Production and Equipment Operators</td>
<td></td>
</tr>
</tbody>
</table>

Total: 16,934 women workers in 1961.

Source: Yearbook of Statistics

1 Population Censuses
2 Yearbook of Statistics
CHAPTER ONE
INTRODUCTION

1.0 BACKGROUND

1.1 Sarawak’s Population and Labour Force Participation

Sarawak is the largest state in Malaysia, located in the Northwest of Borneo. It covers an area of 124,449 sq. km. Its 2.06 million population is made up of 30 different ethnic groups. In 1999, 1,046,700 of its population were males and 980,400 were females. Kuching, located in the first division, is the capital city of Sarawak.

Male–female population ratio in Sarawak in the year 2000 was 1.03:1.0. In terms of employed person distribution by occupation and gender as shown in Table 1.1, there were 62.6% (558,900) men and 37.4% (334,400) women. Men recorded higher than women at almost all the occupations except for Clerical & Related Workers and Service Workers. On the other hand, there were only 16.6% (2,675) women in the Administrative & Managerial Sector compared to 83.4% (13,413) men. Hence, the women were under represented at these levels.

<table>
<thead>
<tr>
<th>Type of Job</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professionals, Technical &amp; Related Workers</td>
<td>41,917</td>
<td>35,446</td>
</tr>
<tr>
<td>Administrative &amp; Managerial Workers</td>
<td>13,413</td>
<td>2,675</td>
</tr>
<tr>
<td>Clerical &amp; Related Workers</td>
<td>38,005</td>
<td>45,812</td>
</tr>
<tr>
<td>Sales Workers</td>
<td>40,799</td>
<td>39,459</td>
</tr>
<tr>
<td>Service Workers</td>
<td>43,035</td>
<td>49,156</td>
</tr>
<tr>
<td>Agriculture, Animal, husbandry &amp; Forestry Workers, Fishermen &amp; hunters</td>
<td>178,289</td>
<td>127,072</td>
</tr>
<tr>
<td>Production and Related Workers, Transport Equipment Operators and Labourer</td>
<td>203,439</td>
<td>35,112</td>
</tr>
<tr>
<td>Total</td>
<td>558,900 (62.6%)</td>
<td>334,400 (37.4%)</td>
</tr>
</tbody>
</table>

Source: Yearbook of Statistics Sarawak 2001

1.2 Labour Force Participation in Government Sector

Women participation in the government sector in Malaysia can be traced back to the year 1921. They were mainly employed as low-level manual workers such as typists, coffee makers and cleaners. Later, with the spread of formal education for women, a small number obtained better jobs in the 1940s mainly as teachers, nurses and clerical staff. It was only after independence that the number of women employees grew in the service’s workforce.

However, women employees had to face several obstacles to achieve equal status with men. In 1964, the women were admitted into the then Administrative and Diplomat service of the

---

1 Population Census 2000, Statistic Department Sarawak
2 Yearbook of Statistic Sarawak, 1997
Malayan Civil Service. Likewise, it was only in 1969 that equal pay was awarded and eventually in 1971, women were accorded permanent employment tenure regardless of their marital status.

As stated in almost all of the Malaysian Five Years Plans since the 1970s and all the Ten Years Outline Perspective Plans (OPPs) since the 1980s, there were various human resource development Programmes planned and implemented by the state and federal government. The programmes were targeted to both sexes with both gender having the same chances to attend and to excel in their education attainment and career development. However, as shown in Table 1.2, it was noted that women made slow progress in government service especially in Professional and Managerial category (Group A) between 1987 and 1991. Out of 214,814 government employees in 1987, 8.9% from category A women personnel, while in 1991 there was an increase 1.6% within 5 years.

The same trend could be seen in the supporting and semi professional category (Group B), there was an increase of 2.8% or 8,395 women employment from a total of 15,066 personnels in 1987 to 23,461 persons in 1991. In absolute terms, the majority of the women were in clerical category (Group C); women were concentrated here in traditional women's jobs such as in health, and education services. These were still in keeping with gender roles of women as providers of care.

Also, within the medical and health services, women were still predominantly nurses, rather than doctors or hospital administrators. However, the number of women employed as general workers such as kitchen helpers and cleaners (Group D) decreased 4.1% (2,494) from 35.4% (77,202) in 1988 to 31.3% (74,708) in 1991. This was due to the privatization practice of cleaning services in most government offices in Malaysia.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>244 (1.1)</td>
<td>19,032 (8.9)</td>
<td>19,962 (9.2)</td>
<td>21,367 (9.5)</td>
<td>22,965 (10.0)</td>
<td>25,050 (10.5)</td>
</tr>
<tr>
<td>B</td>
<td>748 (3.2)</td>
<td>15,066 (7.0)</td>
<td>15,475 (7.1)</td>
<td>16,551 (7.4)</td>
<td>17,805 (7.7)</td>
<td>23,461 (9.8)</td>
</tr>
<tr>
<td>C</td>
<td>15,804 (68.5)</td>
<td>104,153 (48.5)</td>
<td>105,551 (48.8)</td>
<td>109,366 (48.8)</td>
<td>113,686 (49.5)</td>
<td>115,154 (48.3)</td>
</tr>
<tr>
<td>D</td>
<td>6,268 (27.2)</td>
<td>76,563 (35.6)</td>
<td>77,202 (35.4)</td>
<td>76,766 (34.3)</td>
<td>75,329 (32.8)</td>
<td>74,708 (31.3)</td>
</tr>
<tr>
<td>Total (%)</td>
<td>23,064 (100)</td>
<td>214,814 (100)</td>
<td>218,084 (100)</td>
<td>223,050 (100)</td>
<td>229,785 (100)</td>
<td>238,415 (100)</td>
</tr>
</tbody>
</table>

Source: Aminah Ahmad (1999).

1 Group A, consists officers with at least a university degree, Group B - Diploma and Higher School Certificate, Group C - Malaysian Certificate of Education and Group D consist of employees with qualifications equivalence/below Lower Certificate of Education.
was awarded and are regardless of their
and all the Ten Years
ious human resource
eral government. The
time chances to attend
ver, as shown in Table
service especially in
991. Out of 214,814
el, while in 1991 there

g (Group B), there
66 personnel in 1987
men were in clerical
men’s jobs such as in
ter roles of women as
ominantly nurses, rather
-employed as general
% (2,494) from 35.4%
ivatization practice of

<table>
<thead>
<tr>
<th>Year</th>
<th>No. (%)</th>
<th>No. (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>22,965</td>
<td>17,805</td>
</tr>
<tr>
<td></td>
<td>(10.0)</td>
<td>(7.7)</td>
</tr>
<tr>
<td>1991</td>
<td>25,050</td>
<td>23,461</td>
</tr>
<tr>
<td></td>
<td>(10.5)</td>
<td>(9.8)</td>
</tr>
</tbody>
</table>

As shown in Table 1.3, out of the 6,292 workers employed in the professional and managerial
\( \text{Group A to C} \) (clerical) to (Group C) in the state, only 25.3% (1,591) were females
compared to 74.7% (4,704) males. Out of that, there were only 19.7 % (216) of females
compared to 80.3% (881) males in professional and managerial group. They were the decision
makers. This shows that the women were under represented in the decision-making level.

In the supporting and semi professional (Group B), there were only 13.7% (24) women
compared to 86.3% (151) men. Even though the number of women in clerical higher, that was
28.8% (1,351)) but when compared to men 71.2% (3,344), they were less than half of the
number of men in the same group. Again in both levels women were under presented.

It was noted that the men were monopolized most of the job in various categories. The male
workers were accounting for more than 70 % of the total work force for every category. The
majority 98.2 %, 91.1 % and 91.2 % of the men were at professional and managerial group
(Category I and II) and senior clerical and senior technician (category VIII) respectively. The
females were segregated at clerical and technician (Category IX) which, representing 67.6 %
(913) of the total females work force.
<table>
<thead>
<tr>
<th>Salary Group</th>
<th>Category</th>
<th>Job Grade</th>
<th>Male (%)</th>
<th>Female (%)</th>
<th>Total (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>A (At least Degree entry. Category I and II through promotion from Category IV).</td>
<td>I</td>
<td>N1, J1, G1, W1, S1, L1 and Q1.</td>
<td>55 (0.9)</td>
<td>2 (0.0)</td>
<td>57 (0.9)</td>
</tr>
<tr>
<td></td>
<td>II</td>
<td>N2, J2, G2, W2, S2, DG2, F2, Q2 and L2.</td>
<td>205 (3.3)</td>
<td>20 (0.3)</td>
<td>225 (3.6)</td>
</tr>
<tr>
<td></td>
<td>IV</td>
<td>N3, J3, S3, W3, G3, DG3, L3, F3 and B3.</td>
<td>621 (9.9)</td>
<td>194 (3.1)</td>
<td>815 (13.4)</td>
</tr>
<tr>
<td>Sub-total (%)</td>
<td></td>
<td></td>
<td>881 (14)</td>
<td>216 (3.4)</td>
<td>1097 (17.4)</td>
</tr>
<tr>
<td>B (Through promotion from group C)</td>
<td>V</td>
<td>J4</td>
<td>54 (0.9)</td>
<td>6 (0.1)</td>
<td>60 (1.0)</td>
</tr>
<tr>
<td></td>
<td>VI</td>
<td>W5, Q5, N5, G5, S4 and N5.</td>
<td>97 (1.5)</td>
<td>18 (0.3)</td>
<td>115 (1.8)</td>
</tr>
<tr>
<td>Sub-total (%)</td>
<td></td>
<td></td>
<td>151 (2.4)</td>
<td>24 (0.4)</td>
<td>175 (2.8)</td>
</tr>
<tr>
<td>C (Diploma, STPM/Certificate qualification entry)</td>
<td>VII</td>
<td>U8, S5, N6, W6, Q6, J5 and G6.</td>
<td>539 (8.6)</td>
<td>222 (3.5)</td>
<td>761 (12.1)</td>
</tr>
<tr>
<td></td>
<td>VIII</td>
<td>G7, W7, R2, S6, N7, J6 and B6.</td>
<td>580 (9.2)</td>
<td>54 (0.9)</td>
<td>636 (10.3)</td>
</tr>
<tr>
<td></td>
<td>IX</td>
<td>N9, S7, W8, J7, G8, B7 and Q8.</td>
<td>2,225 (34.4)</td>
<td>1,075 (17.1)</td>
<td>3,344 (53.1)</td>
</tr>
<tr>
<td>Sub-total (%)</td>
<td></td>
<td></td>
<td>3,344 (53.1)</td>
<td>1,351 (21.5)</td>
<td>4,695 (74.4)</td>
</tr>
<tr>
<td>Grand Total</td>
<td></td>
<td></td>
<td>4,704 (74.7)</td>
<td>1,591 (25.3)</td>
<td>6,295 (100)</td>
</tr>
</tbody>
</table>

Source: Human Resource Department Section, Chief Minister Department

Notes: N - Administrative and supportive, J - Engineering, F - Information System, R - Skilled, semi-skilled and unskilled labourer, G - Agricultural Services, Q - Research and Development, C - Science, W - Financial services, U - Medical and health, S - Social Service, STPM - Form Six qualification, B - Talents and Arts, L - Constitutional/Law

It was also noted that, in the Sarawak government service, out of ten (10) ministries, eleven (11) resident post, and 56 state departments, statutory bodies, and agencies. Out of that, there was only one woman resident who is attached to Kuching Division. But she will be transferred to State Government Service conducted, about five statutory bodies by department, statutory department, a secretariat Executive Officer (C)

Therefore, the employment. Hence, the number of Sarawakian women who were not really given the influencer level.

As cited by Mr. Hill: According to him, Sarawakian women preferred to work in the education attainment as post in the state civil service.

1.4 Malaysia Constitution

Governance is presided over by the constitutional and functions of government. It is a group of men in public administration - time, income, resources - the issue of distribution are still lacking to the low level.

According to Human Rights: Human beings are entitled to equal protection in the federal constitutional rights. All persons in the Constitution (incorporated).

However, even though this is the case, Tun Mohamed Suffian...

1 Mr. Hillary Mukit (C) He has been working in Seratok District office as District officer and in his three era of Sarawak July 2002.
of ten (10) ministries, 11 and agencies. Out of that, 11 Division. But she will be grouped D (SPM/SRP/Sarawak

Therefore, the employment pattern in the state civil service was highly gender segregated. Hence, the number of women involved in the decision making process in the state government were still lacking compared to their male counterpart. As such the women problems and issues were not really given full attention and well addressed with fewer women participation at the influencer level.

As cited by Mr. Hillary Mukit Guruh, in Sarawak, the women getting education later than men. According to him, during his schooling time in the 1960s and 1970s, hardly can find Sarawakian women pursuing their study after completing their form five or form six. They preferred to work either as teachers or nurses. He was in the opinion that women’s late start in education attainment could be one of the reasons; the women were under represented in the top post in the state civil service at the moment.

1.4 Malaysia Constitution on Women’s Right

Governance is presumed to be gender-neutral. But, in fact, the discourse, procedures, structures and functions of governance remain heavily skewed in favour of men in general, and certain groups of men in particular. This unequal sharing of power leads to an unequal sharing of resources - time, incomes, and property - between men and women. The consequences of this mal-distribution are evident in the disproportionately high number of women marginalized and segregated at the lowest level of job hierarchy.

According to Human Right Law “All human beings are born free and equal in dignity and rights”. Human beings create Law and all of men, women and us are equal before the law and entitled to equal protection under the law. This most fundamental tenet of democracy is enshrined in the federal constitution in the form of article 8 clause (1) that provides:

All person is equal before the law and entitled to the protection of the law. (Federal Constitution (incorporating all amendments as at 25 September 1985))

However, even though there should be no discrimination on the grounds of religion, race, descent or place of birth, but the constitution is silent on discrimination on the ground of sex. Tun Mohamed Suffian (1976) pointed out that citizen of Malaysia may not be discriminated
against on the grounds of race, religion, descent or place of birth, but strangely enough they may be discriminated against on other grounds such as sex. Therefore, a woman in Malaysia may not be discriminated in term of the above grounds but it is not unconstitutional to discriminate against her for a mere reason that she is a woman.

Rafiah Salim, (1984) also having the same view as the above, women contribution to the development of the country is unquestionable. It is a fact recognized by all. However, some of the provisions of the present legislation show obvious discrimination, not between the races but against the female workers, irrespective of their religion, race or creed. This results in discrimination in the employment of women despite the attempts by the government and organizations such as NGOs to eliminate it. This is indeed a regrettable state of affairs considering that Malaysia women contribute largely to the labour force in this country.

Women working in government sector are interesting subject, as it is the largest employer in Malaysia but also as government administrative machinery, it has the challenging responsibility to convey the image of being just and fair, role model as well as a reference for other employers. The government is expected to take the lead regarding wages, terms and conditions of service and other matters of employment.

1.5 Study Objectives

The general objective of the study is to ascertain the job segregation in the Sarawak government service with special reference to the Pedawan Municipal Council (PMC), Kuching. The study aims to determine the institutional and personal obstacles that women face in their career development. The specific objectives are as follows:

i. To determine gender segregation in work place
ii. To examine whether women are involved in the decision making process
iii. To determine whether women having same opportunity as male do in obtaining training/courses and to be promoted in their office?
iv. To assess whether women get encouragement from their superior and spouse in their career development?

1.6 Significance of the Study

It is hoped that the findings of the study will help the decision makers to understand the gender discrimination, inequality and job segregation in work place. This also can help to enrich the literature review on gender related study in the future. It is also hoped that the study will trigger interest among other researchers to further study the crucial gender inequality issues in the work place.

1.7 Profile of Study Organization

PMC (formerly known as Kuching Rural District Council was formed at the end of 1956 under the provisions of the Local Authority Ordinance 1948, Chapter 117. The Council covers an area of about 1,442.61 square kilometers or about 1.2 percent of the total area of Sarawak (124,449 sq. km) with a total population of 123,847 (as on 1.1.92).
The Council is serving an area of the sub-urban areas of Kuching City and the rural areas of Padawan and Matang. A secretary heads the council. The secretary is an appointed state government officer, normally from grade professional and managerial group, N1.

The main role of the council is to provide quality services to ratepayers under its jurisdiction. The council activities including keeping the public informed by two-way communication on the latest government policies and plans for their area, providing the public and PMC area with a clean, green and beautiful environment. At the moment of the study conducted, the council was employing 435 staffs in various grades. Of which, 8.5% (37) of its staff were females with majority 56.7% (21) were at the clerical section while 91.5% (398) were males.

There were 26 appointed councilors (including a full time chairman), who dealt with policies direction of the council. Two councilors were women. The chairman is normally an appointed active member from a political party.

Starting from year 2000, the recruitment of new staff for the council was done by Public Service Commission (PSC) Sarawak. The council will only inform the PSC about their staff requirements. The PSC will recruit for them through proper procedures.

Administratively, the council is divided into five sections namely: Administrative, Treasury, Rating and Valuation, Public Health and Services, and Engineering and a newly created section: Horticulture section. (See Figure 1.1). Each section is headed by either grade N3, J3, U3 or G3 officer. The person in charge will decide on daily operation of each section. All the sectional head are reporting to the Council Secretary. Each section is further divided into smaller unit. Please refer to Appendix 1 for further details function of each section.
Figure 1.1
Organization Chart: Pedawan Municipal Council, Kuching

2.1 Sarawak Historically, the Brooke, Japanese, 1963. The rule of rules and impacts of local beliefs and also influenced are

Sarawak was under years, Sarawak was Charles Brooke and enjoyed complete

The appointment of patronage, relying on the Maintenance of peace. At the same time,

During the Rajahs, a resident who was who had the European

The development of colonial. The secret is only under the administration guidelines laid down by university graduates.

From 1941 to 1944 Sarawak was Japanese defeated in 1946.

During the brief period to improve service conditions of disengagement. British civil service made mainly with the finding of the award of various

1 Customary law/traditional

2 Brooke rulers as colonists
CHAPTER TWO
LITERATURE REVIEW

2.1 Sarawak's Civil Service

Historically, the state has gone through major changes in administrative structure under the Brooke, Japanese occupation and British colonial before it joined The Malaysia Federation in 1963. The rules and regulations of the three different administrations have playing an important roles and impacts in the determinacy of the women stands in the Sarawak society besides the local believes and Adats. Therefore, the women status in the Sarawak civil service of today are also influenced and a mixed of all the above administrative factors.

Sarawak was under the Rajah Brooke administration from 1842 until 1941. During the 100 years, Sarawak was governed under three generation of Brooke family namely James Brooke, Charles Brooke and James Vyner Brooke without any intervention from a western power. They enjoyed complete autonomy in the running of its internal government.

The appointments to the Sarawak civil service were informal and based on a system of patronage, relying on recommendations of his close acquaintances and family connections. However, during this early period, government works were minimal and concerned with the maintenance of peace and order. Officers were irregular and the appointment was unsystematic. At the same time, the salaries extended were low; this was improved in the 1960s as cited by Naimah S. Talib, (1999).

During the Rajahs' government, administratively, the state was divided into five divisions with a resident who was in overall charge of the division (and directly responsible to the Rajah) and who had the European District Officers to run various districts within a Division. At district level, the District Officers were assisted by several Extra-officers (Cadets) who were also the European.

The development of secretariat was relatively late in Sarawak, unlike with others British colonial. The secretariat was established in 1923, but it’s only operating in the mid 1930s. It was only under the administration of Rajah Vyner Brooke, that recruitment began to follow the guidelines laid down by the colonial office and there was a noticeable increased in the number of university graduate admitted into the service.

From 1941 to 1945, Sarawak was under Japanese occupation. There were not many changes done to Sarawak administrative under the Japanese, as they were busy with the war. After the Japanese defeated in 1945, the Rajah ceded Sarawak to the British crown administration in 1946.

During the brief duration of colonial rule, Sarawak had to adjust to the colonial rule and improve service conditions while simultaneously prepared for the consequences of colonial disengagement. Before Sarawak was granted independent within Malaysia in 1963, the Sarawak civil service made many attempts at improving the terms of employment. These were concerned mainly with the fine-tuning the conditions of service such as the inclusion of expatriate pay and the award of various allowances. In all stages of the development of administrative service,

---

1 Customary law/ tradition
2 Brooke rulers as commonly known by the locals
matters relating to women such as women’s right, status, working terms and conditions in civil service were silent.

There was no specific emphasized given to women participation as civil servants during the Brooke era, Japanese occupation and colonial period. Hence, there was limited literature regarding the involvement of women in the administrative service. However, native women were employed as amahs to the administrator’s families. Some of the administrators took them as their mistresses.

This was where the word “Sleeping Dictionary” came from, as the administrators were required to speak and communicate in the local dialect. The easiest method to learn native dialect is by sleeping with natives’ women. At the same time the European officers were not allowed to marry before working with the Brooke administration for at least ten years (Naimah S. Talib, 1999).

The Sarawak civil service of today is actually the continuity of the Brooke, Japanese and colonial administration with further expansion, extension and modification. Our people still have the feeling that the residents, district officers and other high-ranking officers in the Sarawak civil service must be a male. This notion had already in our people mindset for ages. So when a female officer held any top-post, our people especially the politician felt uncomfortable.

This idea was supported by Datuk Kenneth Kanyan that as far as he remembers there was no women officer during the colonial time even though they recruited quite a substantial numbers of native officers and penghulus. He further elaborated that it looked like the “leave over” of the Brooke and colonial highly gendered administrative style that still stuck in the mindset of Sarawakian and it is still practice at the Sarawak civil service.

Even though the natives were encouraged to go to school, some parents were reluctant to send their daughters to the school. As most of the natives were still strongly influenced by their traditional believed that females’ children should stay at home while male children were permitted to be involved in additional activities outside their home. According to Datuk Kenneth Kanyan that in the olden days the parents utilized their daughters labour such as in the house chores, looking after their siblings and even helping them in their paddy field.

Therefore, not many women attended school as compared to men. Hence, the women were lagging behind men in their early education attainment in Sarawak. In contrast, Masbah argued that the women do get early educational as men did. However, she believes that Asian cultural elements that men are superior to women could be one of the obstacles and factors that cause not many women holding high post in the state civil service.

1 Women employed as a servant at home
2 A movie made in Sarawak (2000), a story about ‘White’ taking “Dayak Woman” as their mistress
3 Interview on 24 July 2002. He is 60 years old. He is a retired government officer and a former senator.
4 Interview on the 28 July 2002. She is the only woman Resident in Sarawak. She will transfer to State Planning Unit, Chief Minister Department as a director effective 14 October 2002.
2.2 Gender Discrimination in the Work Place

2.2.1 Human Capital Theory

The theory explained that gender differences in job placement arise from individual differences in productivity acquired through education, labour force experience, and job tenure (Becker, 1971). The assumption is that the labour market is relatively efficient in sorting individual into jobs that are commensurate with Human capital characteristics. Although human capital explanations of gender inequality have proved to be limited (Tomaskovic-Devey, 1995), they have a strong track record of providing useful insight into the job allocation process more generally. Education, training, and experience of an individual is linked to job requirements.

According to this theory, since women know that they will probably have to be absent from the labour force during some periods and will be able to use only part of their time for market work or will have to demand flexible hours of work, their education investment will be differently oriented compared to that of men. Women will choose an education and an occupation that make it possible to combine homework and market work.

Women education will be shorter than men’s since it does not pay to spend many years on an education if the possibility to use it is uncertain. The subject of study will be such that relates to the functions at home, since this knowledge can be use both inside and outside the market. Women will choose other segments of the labour market than men - those that can be combined with home responsibilities, but not those that give a high pay, in connection with full time work.

In relation to the theory, most important in the work place, employers often control access to internal education and training, which lead to higher post and higher pay. Employer may discriminate women by not giving them the chance to accumulate such knowledge and by recruiting women for occupation that cannot offer possibilities of advancement. The reasons for discrimination may be prejudice, misinformation, and “statistical discrimination” by assuming that each individual woman has the characteristics of the average woman. In another word, because employer assume that women will prioritise their family over work.

Another finding that proved the notion of the investment story does not fit the facts. A study in United State through out the 20th century revealed that women have remain in school nearly as long as men (Jacob, 1989b) instead according to Jacobs & Lim (1995), in 1986 women working full time in United States brought home only 64% of men earnings.

In contrast, Hartmann (1986) has critique the human capital theory the division of job between men and women is cause by the men who control the women. Men learned the method of domination and hierarchical organization and then applied these techniques to the capitalist mode of production. Both patriarchy and capitalism benefit from women’s subordinate role in paid work.

Hartmann argued that patriarchy pre-dated capitalism, but was threatened by industrialization, which offered a free market for labour in which men and women came into direct competition for jobs. The response was to confine women to low-pay, low status jobs, which in turn, increased their dependence on men. Figure 2.1 outlines the three-fold nature of the benefits to patriarchy and capitalism.
Figure 2.1
Women’s Work - Benefits to Patriarchy and Capital

<table>
<thead>
<tr>
<th>No</th>
<th>Women Work</th>
<th>Benefit to patriarchy</th>
<th>Benefit to capitalist</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Women provide cheap, expandable pool of labour</td>
<td>Increases their dependence on men; increases male control</td>
<td>Cheap labour when required</td>
</tr>
<tr>
<td>2</td>
<td>Women perform unpaid domestic labour</td>
<td>Benefits and assist male workers</td>
<td>Capital bears only the cost of productivity labour. Cost of reproductive labour borne by female’s wage.</td>
</tr>
<tr>
<td>3</td>
<td>Women undertake low-paid insecure work to secure consumer durables.</td>
<td>Ideology of domesticity increases dependence on men</td>
<td>Working women stimulate capital in domestic, fast food industries etc. The ‘privatized’ nuclear family becomes the market place for the products of capitalism</td>
</tr>
</tbody>
</table>

Source: Adapted from Mayes (1989)

In contrast to human capital theory, Jacobs and Steinberg (1990) came up with the explanation that the sex gap in wages was that women choose to work in jobs that were pleasant, safe, and comfortable. If men were paid a premium for working in dirty, noisy, or dangerous jobs, then part of the sex gap in wages may reflect men’s rewards for performing more hazardous, onerous, or distasteful work. Extra pay for working in undesirable settings or performing unpleasant task was referred to by economists as a compensating differential. This means that the differential in pay between two jobs reflects an offsetting difference in the non-monetary aspects of employment.

For the Sarawak civil service, in certain post, I disagreed with the HCT, as in normal circumstances, women and men put the same weightage of investment in education and training. Similarly, the women also given the same chances to what men did in on-job training, working experience and attending courses. However, there are more men holding top post compared to women. Despite of having equal qualification, working experience and training the woman was commonly faced “slow path” in promotion and admitted to high post.

2.2.2 Theory of the Division of Labour

Both neoclassical economic theory and one strand of Modernisation theory that is related to sociological predicted the demise of arbitrary sex-linked differences in labour market behaviour. Whereas both modernization and neoclassical labour economic theory predict that sex segregation will decline in the same fashion for developed and developing societies. Industrial society (or economic efficiency) is expected to eradicate the importance of ascriptive (discriminatory and non-efficient) characteristics in the labour market. These views have generally been interpreted as predicting decline in the sexual division of labour.

In contrast, theory of the division of labour suggested that job segregation is cause by direction of labour demand. Women will enter the market when demand increases in the female areas those are compatible with responsibilities outside the market. Since according to the division of labour theory, women are restricted to certain areas, their inflow in the market will be related to the development of other areas.

In relation to the division of labour, the principal cause of women being paid less than men was being excluded from better paid jobs.

There are two type of segregation. Horizontally, the society is divided into industries. Whereas vertical segment into industry. For example, a routine clerical, unskilled job.

2.2.3 Theory of Social Ascription

According to Schmid, the social ascription of the roles - occurs not but because of the mechanism: early child
the development of opening in this areas or the removal of barriers of entry to formerly male areas.

In relation to the division of labour theory, the sex segregation of work is often cited as a principal cause of women's economic disadvantage. Whereas numerous cases of women were being paid less than men for identical work, more typical is the case in which women were excluded from better paying jobs.

There are two type of occupational segregation by sex i.e. Horizontal segregation and vertical segregation. Horizontal segregation means that men and women working in different industries, whereas vertical segregation – men and women working in different sectors of the same industry. For example, men work as a manager, supervisory and skilled, whereas women work as a routine clerical, unskilled assembly, cooks and cleaner.

2.2.3 Theory of Social Customs

According to Schmid and Weitzel (1984), the key explanatory variable of discrimination in the labour market is the basic division of labour between housework and market work and the ascription of the roles to women and men respectively. Discrimination in the labour market occurs not but because of the role of traditions which are created and supported by several mechanism: early childhood socialization, sex specific schooling.
CHAPTER THREE
MATERIALS AND METHODOLOGY

3.1 Data Collection

Two main sources of data collection for the study were primary and secondary data. Primary data were obtained through - interview schedule (questionnaires) with selected respondents and interviews with key informants.

A questionnaire was designed to collect the relevant information such as respondents’ and spouse background and obstacles in job aspects such as opportunity to attend training/courses, get promotions, and family support aspects. The questions were prepared in English as most of the respondents understand and speak the language. The survey was conducted through face-to-face approach. I asked the questions myself and filled-in the interview schedule form.

For the interviews with key informants, appointments were arranged for interviews with relevant government officers from the Chief Minister Department, State Planning Unit, Women Bureau, Sarawak and Ministry of Social Development. On top of that, few key individuals were interview in order to get their views and opinions on the subject. The purpose of the interviews was to explore their views on various issues pertaining to segregation, discrimination and obstacles faced by women in their work place.

The interviews were guided by a set of pre-established questions. Each interview was recorded with permission from the officers concerned and at the same time written notes was taken. The duration of each interview lasted between 15 to 30 minutes. According to Weinberg (1983), the face to face interview has traditionally been consider the most reliable method for collecting attitudinal, opinion and some kinds of factual data from the general population and from some special population group (Rossi, in Weinberg 1983).

Secondary information was gathered from academic texts, journals, government reports and publications and magazines. All the sources have helped me to develop and understand the issues, history and problems that have been directed to the study area. The knowledge has directly helped in formulation of questions for interview schedule and pre-established questions for the key informants.

The trend data were also compiled from Labour Force Survey Report, Yearbook of Statistics, and Government reports. The data selected were those appropriate and available within the period of 1986 and 2002.

3.2 Sampling Method and Selection of Respondents

The selection of sample was done through stratified sampling. The workers were stratified according to their grade of job and basic entry qualification. The respondents were taken from every strata of the job hierarchy. Approximately, 10 percent (44 persons) of respondents were chosen, half of them were female and the other halves were male (see Table 3.1).

All the female workers at job grade N3 (2 persons), W3 (1 person), N7 (6 persons), J9 (1 person) and R11 (4 persons) were taken as respondent in respect of their age. However, The selection of the balance from job grade N9 (11persons) was based on their age between late 30s to late 40s.