

Gender Equality in Employment Opportunities in the Implementation of Public Policies

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Abstract: The purpose of this paper is to describe the analysis of the meter & horn model. In implementing policies on conditions that occur in gender equality in employment opportunities in the Lagoi tourist area of Bintan, Indonesia. The research method used is descriptive qualitative and analyzed in-depth using triangulation techniques. The results show that communication carried out by stakeholders of gender equality policies has not been maximally implemented, especially by the government to entrepreneurs, being one of the factors that gender equality policies in the Lagoi tourist area have not been achieved. Size and Objectives The policy implementation of the gender equality policy is carried out unilaterally according to the company's only benefit, namely the gain by not paying attention to the objectives of the policy itself, that the gender equality policy aims to build working relations for all parties, including increasing employment and job opportunities for women. Then the attitude of the implementers in the way of thinking about the benefits and support for policy implementation, namely the government with the presence of women workers assesses that they have met the criteria for the gender basis. Likewise, employers consider that gender equality is not the most important thing because for the company it is the achievement of company profits, so the strong attitude to influence from trade unions, NGOs, community leaders does not have a strong influence on the achievement of gender policies. The characteristic of implementing agencies in supporting the implementation of equality policies shows that the attitude of gender policies in the Lagoi area of the government is more passive.

Keywords: Gender Equality, Employment Opportunity, Implementation, Policy, Lagoi Tourism, Bintan, Indonesia

1. Introduction

Gender equality is part of the Indonesian government's commitment to promote and protect human rights. The right to a decent life is only achieved if they get equal opportunities and treatment in the world of work without discrimination. Gender equality in industrial relations can only be achieved if there are strong regulations to protect equality and create justice for women workers [2]. Regulation on gender equality is not only a matter of government but is a shared responsibility between actors in Industrial relations [3].

Indonesia is one of the countries that have signed the Convention on the Elimination of Discrimination against Women (1984), the ILO Convention. 156 of 1981 concerning Equal Opportunity and Equal Treatment for Male and Female

Workers: Workers with Family Responsibilities, and ILO Convention no. 111 of 1958 concerning Discrimination in Employment and Occupation, which was ratified by the Law of the Republic of Indonesia number 21 of 1999 [4]. Political support at all levels of government is also important for effectively implementing the regulatory provisions, programming and budgeting of labor market programs prioritizing gender equality, expanding employment options and progress in integrating this issue with other international obligations that Indonesia has committed to [5, 6].

Various field employment policies are being developed by the state or government to deal with industrial relations issues. Laws, Government Regulations, Presidential Decrees, and Decrees of the Minister of Manpower are drafted and issued, with the aim of becoming a legal umbrella which is an integral part of the manpower sector. The Indonesian

Manpower Law number 13 of 2003 which contains Industrial Relations and labor protection aims to provide more targeted and comprehensive protection to the parties. The gender implications because of the implementation of the Manpower Law are assessed [7].

The government's policy on gender equality is part of the function carried out by the government in the context of public policy, namely regulating the rights of citizens in the same rights including in obtaining work regardless of gender, so that with this equality function it is expected to encourage accelerated development and economic growth of the community. 8]. Employment opportunities for all groups as an effort to improve the welfare of the community, including the globalized business world such as the Lagoi tourist area which has become a world-class tourism brand, will of course create a large workforce absorption and wide job opportunities for all groups.

However, these ideal conditions have not been supported to be realized as a form of implementing government policies in participating in building job opportunities for all, including the implementation of gender which has not been maximally implemented in the Lagoi tourist area in recruiting or providing job opportunities to women with limited job opportunities provided to women. The minimum number of female workers employed in the Lagoi tourist area needs to be criticized with the lack of available job opportunities for female workers as part of gender equality so that job opportunities in the Lagoi tourist area can provide a great opportunity for the implementation of gender equality policies. To see job opportunities as part of analyzing gender equality in various jobs that can be done or job opportunities that can be filled or carried out by workers [9].

Gender equality is part of the Indonesian government's commitment to promote and protect human rights. The right to a decent life is only achieved if they get equal opportunities and treatment in the world of work without discrimination [10]. Gender equality in employment relations can only be achieved if there are strong regulations to protect equality and achieve justice for women workers [11]. The purpose of this study is to identify the implementation of policies on gender equality in employment opportunities in the Lagoi tourist area of Bintan Regency by using the van meter van hon policy analysis model.

The policy implementation approach model formulated by Van Meter and Van Horn is called A Model of the Policy Implementation (1975). This implementation process is an abstraction or performance of a policy which is basically deliberately carried out to achieve high policy implementation performance that takes place in relation to various variables [1]. This model assumes that policy implementation runs linearly from political decisions, implementers, and public policy performance. This model explains that policy performance is influenced by several interrelated variables, in detail these variables are:

Policy standards and objectives / policy measures and objectives; The performance of policy implementation can be measured by the level of success of the measures and policy

objectives that are realistic with the socio-cultural existing at the level of policy implementers [12, 13]. When the size and policy objectives are too ideal (utopian), it will be difficult to realize it. Van Meter and Van Horn argue that to measure the performance of policy implementation, of course, emphasize certain standards and targets that must be achieved by policy implementers, policy performance is basically an assessment of the level of achievement of these standards and targets.

Resources: The success of policy implementation is highly dependent on the ability to utilize available resources. Humans are the most important resource in determining the success of a policy implementation. Each stage of implementation demands the existence of qualified human resources in accordance with the work required by apolitically determined policies. In addition to human resources, financial and time resources are important calculations in the success of policy implementation [14].

Characteristics of implementing organizations; The focus of attention on implementing agencies includes formal organizations and informal organizations that will be involved in implementing policies [15, 16]. This is important because the performance of policy implementation will be greatly influenced by the right characteristics and matches with the implementing agents. This is related to the policy context that will be implemented in several policies that require strict and disciplined policy implementers. In other contexts, democratic and persuasive implementing agents are needed. In addition, the coverage or area is an important consideration in determining the implementing agent for the policy.

Communication between organizations; For public policy to be implemented effectively, the objective standards must be understood by individuals (implementors) [17]. Those who are responsible for achieving the standards and objectives of the policy, therefore the standards and objectives must be communicated to the implementers. Communication within the framework of delivering information to policy implementers about what are the standards and objectives must be consistent and uniform (Consistency and Uniformity) from various sources of information.

The disposition or attitude of the implementers; The attitude of acceptance or rejection of policy implementing agents greatly affects the success or failure of public policy implementation. This is very likely to happen because the policies implemented are not the result of the formulation of residents who are well acquainted with the problems and problems they feel. However, public policies are usually top-down in nature, where it is very possible that decision makers do not know or even are able to touch the needs, desires or problems that must be solved [18].

Social, political, and economic environment; The last thing that needs to be considered in assessing the performance of policy implementation is the extent to which the external environment contributes to the success of public policies. An unfavorable social, economic, and political environment can be a source of problems for the failure of policy

implementation performance. Therefore, efforts to implement policies require a conducive external environment [19].

2. Method

In accordance with the characteristics of the phenomenon raised regarding how the gender equality policy in expanding employment opportunities, following the problems (research questions) and research objectives, the relevant methodological approach used in this study is a qualitative approach [20]. Interview is a qualitative primary data collection technique obtained by conducting in-depth discussions with several research informants [21]. The interview technique was carried out based on interview guidelines which contained several open-ended questions [22]. Collecting qualitative data using observation methods commonly used from the qualitative tradition such as step-by-step and in-depth interviews [23]. Observations or direct observations of the things that are the object of research are carried out to observe and understand the process and dynamics of implementing gender equality policies in the Lagoi Tourism Area.

Data testing in qualitative research is needed, so that the data collected can be trusted and show the validity of the data. Therefore, this study uses a data source representation pattern and data classification [24]. Show how the qualitative analysis process will be based on “reduction” and “interpretation” of data [25].

3. Result and Discussion

3.1. Policy Implementation Analysis Based on Interviews with Informants

The first, Communication on the Implementation of Gender Equality Policy in the Lagoi Bintan area. The success and failure of implementing policies including gender equality policies in labor management in the Lagoi Integrated Tourism Area is influenced by communications made by the manager/management with workers, as well as with the government as supervisor of the implementation of the rules on equal rights of male and female workers. the failure of gender equality based on the various research that have been carried out that the resolution of employment problems including gender equality in work relations because in the end it is only concerned with a win-win solution that is economic, not essential to the issue of gender equality.

The essence of the gender problem remains unresolved then raises the problem again. Thus, every gender problem that arises, the solution is the essence of the gender problem, not a win-win solution that is temporary, this also needs to be communicated by the stakeholders involved in gender policy in the Lagoi tourist area. In the communication pattern carried out by the government, the government as the making of legislation for the wider community, especially workers, is widely involved and in its implementation because the government has the power over the policies that are set. So

that they can show concern for the policies that have been set and workers must also have a strong desire for themselves to get justice in the implementation of work.

Therefore, workers and trade unions as a forum for aspirations must not remain silent, must have a responsibility to be involved in realizing gender justice. To build gender equality, the company is obliged to create a fair relationship between management as manager and workers and find solutions that are considered beneficial for all actors involved in implementing gender equality [26]. Therefore, the company has the same responsibilities as other key actors [27]. This gender equality policy in employment relations is implemented with the tripartite principle, namely prioritizing relations, coordination, and communication between three parties, namely between employers, workers and the government as facilitators and regulators [28].

In the second, Measures and Objectives of Gender Equality Policy in the Lagoi Bintan Tourism Area. When in an area that has a high number of gender-based workers as well as job opportunities are open to all citizens, then when gender equality is not considered, then this condition can lead to disharmonious working relationships, which will result in unavailability of labor and business continuity. [29]. In the end, it can cause losses for workers and employers, even more so for the wider community. This issue certainly affects the investment climate and economic life in general [30, 31]. In addition, there are worries and uncertainties that are always faced by every worker/laborer, causing an uncomfortable and uneasy atmosphere in the conduct of business [32].

Every arrangement of working conditions in the company has not avoided articles or materials that can be interpreted as discrimination between female workers and male workers, both in work agreements, company regulations, and collective labor agreements. Gender equality policies in employment relations will certainly bring benefits in the context of fulfilling the rights of women workers. In addition, it also reduces work relationship conflicts that occur due to gender conflicts [33]. Another thing is that with the existence of a gender equality policy in employment relations, the government is directly involved in fulfilling the rights of its citizens.

This condition is the condition that occurs in the Lagoi Integrated Tourism Area. It turns out that not all employees in the Lagoi Integrated Tourism Area care about the issue of discrimination. This issue is considered less big. Moreover, this concern is a drain on energy and disturb the comfort of the company's sustainability in the Lagoi area. The big issue that is favored by employees at the Lagoi Integrated Tourism Area is the issue of increasing wages and positions. This issue defeats the issue of gender discrimination so that employees and female employees in the Lagoi Integrated Tourism Area never raise the issue of discrimination. The issue of wages is in great demand because it involves the life of an employee.

This means that wages will affect the lives of employees and their families. The better the wages, the more needs that

can be met. On the other hand, the lower the wages, the more limited the ability of employees to use their money to meet their needs. Regarding employment relations in terms of income or salary in the Lagoi area, income is no longer an issue of discrimination, instead gender equality revolves around obtaining employment opportunities which are the basis for gender equality.

The third, Attitudes of Implementing Gender Equality Policy in Lagoi Bintan Tourism Area. The attitude of the implementers in the commitment of the actors of the employment relationship certainly influences the success of policy implementation [34]. In working relations with the tripartite principle, it is not only the government that must be seen for its commitment, but also from the side of employers and workers. The same thing was found that these two actors did not have a good commitment in implementing gender equality policies [35]. Even though some women workers complained about discrimination, they were not fully responded to and followed up by both women workers through trade unions and by the leadership [9, 36, 37].

The PKB (Joint Work Regulation) as an internal regulation for the Lagoi integrated tourism area does not contain specific rules regarding gender equality or the elimination of discrimination in companies. This is because the legal reference is still unclear. In addition, efforts to evaluate PKB are more focused on salary and career issues. Moreover, the Lagoi integrated tourism area has considered the issue of discrimination as over. In practice, the employment relationship does focus on clarifying the rights and obligations of workers/laborers and employers in their collective aspects. In the context of the Lagoi Integrated Tourism Area, the Collective Labor Agreement (PKB) regulates the workload not individually but applies to groups of workers/labor depending on the scope of the PKB concerned.

The arrangement of these rights and obligations contains an element of responsibility from all parties, in the sense that all parties must care about the survival and progress of the company because from here the welfare of all parties will be guaranteed. From here, everything becomes a dilemma because the interests that exist in the Lagoi Integrated Tourism Area led to achieving the goals of each actor, so that the community becomes powerless, so that the policies of the stakeholders are carried away.

Future in the characteristics of Gender Equality Policy Implementation in the Tourism Area of Lagoi Bintan. It is the interests of women workers who most influence and determine the gender equality policy in the employment relationship that is made [38]. Although this gender equality policy has been made, at the level of implementation, there are still cases of gender discrimination in certain positions on the grounds that the higher the position the higher the job demands [39]. Meanwhile, women have responsibility for the family, so this is the reason why women rarely occupy positions at the upper middle level such as assistant managers and managers [40]. The company regulations do not include provisions, including not stating the reasons for this view, so

this reason is considered unsatisfactory because it is too subjective [41].

However, policies concerning gender equality do not always meet expectations for various reasons, each of which is the basis for the reasons for the implementers [42]. The case of the Lagoi integrated tourism area shows a gap between expectations and reality. The three important pillars in implementing the policy do not apply at all in the case of discrimination in the Lagoi Integrated Tourism Area. What applies is the third pillar which states that the routine provision of services, payments or others is adjusted to the objectives or equipment of the program. The case in the Lagoi tourist area shows that if the issue of eliminating discrimination is in line with other programs that are routine provisions, it will be easily resolved.

In the aspect of resources, it does not only cover the number of human resources in the organization, but also about the ability of these human resources to support the implementation of policies. This can explain that adequate and qualified resources will result in the implementation of appropriate and effective policies. So, no matter how clear and consistent the instructions for implementing policies are and how accurate they are, if the people who are responsible for implementing policies are under-resourced in their work, then policy implementation will not be effective.

The difficulty of eliminating discrimination in the Lagoi tourist area (although it is not generally accepted) is due to the creativity of the management who thinks that eliminating discrimination will only lead to inefficiency. In addition, it seems as if it will interfere with the workings of how the routines of workers in the Lagoi Integrated Tourism Area provide services to customers. Coupled with the impression that the problems posed to companies that eliminate discrimination have no solution. At least the Lagoi integrated tourism area learns from the impact because it does not want to fail to maintain policy discrimination. In terms of policy content, the lack of information from actors on policy objects, as well as the lack of willingness of policy objects to cooperate and the distribution of authority and responsibility is not adjusted accordingly, has caused the Lagoi Integrated Tourism Area to suffer huge losses.

Transactions and exchanges that occur in the Lagoi integrated tourism area between employees and companies in cases of discrimination are in the form of employee rights and obligations, where the transaction tools are salaries or facilities from the company and labor, or skills derived from employees. This is where the power structure occupies an important position in the discussion of the political economy of the company. If viewed based on the flow of public choice theory, the Lagoi Integrated Tourism Area policy in the case of discrimination is included in the normative public choice theory because it tends to see only profit and loss. However, some of which belong to positive public choice theory because it devises an explanation for existing electoral rules and processes and examines their consequences.

There were at least two problems that were revealed from the research informants, namely problems related to (1)

standards and value measures that became the benchmark for policy success which were not clearly written; and (2) the lack of attention to the details of the real conditions of labor needs to the interests of the company and the interests of absorbing female workers as a form of non-discrimination so as to increase the economic income of the community.

Then there is Environment in Social and Political Economy on the Implementation of Gender Equality Policy in the Lagoi Bintan Tourism Area. Viewed from the social aspect, the implementation of the equality policy is still low in competence which does not indicate a high commitment to abilities in specific fields that allow female workers to play an important role [32, 43]. In addition, social conditions are closely related to individual workers with expected work demands including the level of work risk, such as jobs that require employees to do climbing jobs such as electric power, as well as security personnel in open areas [44, 45]. This is considered by the company from a social perspective as not possible and not profitable for the company because there is a possibility of a high level of risk, so that these considerations cause gender equality to be hampered.

Socio-cultural factors contribute to the management or company's decision to consider the implementation of a gender equality policy. This shows the relationship of social sensitivity from the cultural aspect and cultural background will result in the low absorption of female workers, especially people who are in the Lagoi tourist area. Socio-cultural conditions in the Lagoi tourist area have general secondary education or high school level with a general education level, many have a perception of general skills, not special education such as skill-based high school graduates so that education is an opportunity to get a job and better social status.

Another socio-cultural factor is increasing the ability or skills of the surrounding community to be able to enter the workforce in the Lagoi tourist area so that seriousness in increasing these abilities can refer to being able to enter the world of work in the Lagoi area with a pattern of developing the skills of women entering the workforce. So that expertise and skills will encourage social aspects in the implementation of gender policies with their competencies. Obstacles such as social factors should not have occurred, if only the community and the government had prepared workers, including women, according to the needs of work in the Lagoi area. This socio-cultural condition also has a very big influence on the implementation of gender equality. Even socio-cultural conditions can break the argument in society that the lack of workforce skills, especially female workers, to implement gender equality. It is said so, because local governments are slow in mapping work needs, especially women whose work force is higher than men.

This means that in this case the policy concept is selective towards the environment, where there are several laws and regulations or public policies that are less binding on individuals. Including the gender equality policy in this employment relationship, where women workers themselves do not feel bound by the policy even though they are given

the same rights and opportunities in work following the principle of equality of opportunity [11]. This phenomenon is related to people's understanding of the role of women in the public sphere [9, 46]. Not only society in general but specifically, women still limit themselves in the domestic sphere. Of course, this understanding is supported by the environmental conditions in which the values of gender equality are applied. These equality values must compete with existing, embedded, and institutionalized values and norms in society itself. Even though efforts for gender equality in terms of an equality policy in employment relations have been pursued, in fact extra work is needed to realize the objectives of the policy. It is not only related to the level of education of female workers that affects thinking patterns and awareness about gender equality, but also the environment that surrounds it, especially the values that exist in society, which in the end makes women powerless to return to only taking part in the domestic sphere which is felt as a responsibility. main answer.

And the last on Resources for Gender Equality in the Lagoi Bintan Tourism Area. Policy implementation cannot be implemented or optimized because the existing resources are impartial and encourage the realization of a gender equality policy, so that human resources including regulatory and government resources cannot facilitate it [47]. Meanwhile, natural resource support has provided support to the business sector that makes it easier for the community, especially the female workforce, to support family income. Analyzing more deeply the gender equality policy in the aspect of implementing resources also arises due to the problem of policy resources attached to the role of the apparatus and the community, which are related to the common perception and commitment of the apparatus of the provincial government, district/city and village governments, law enforcers, the community, business actors, and community organizations. The success of implementing a policy is highly dependent on the ability to utilize available resources. Humans are the most important resource in determining.

This view shows the dilemmatic condition of the management of the Lagoi integrated tourism area because on the one hand the Lagoi integrated tourism area seeks to follow rules that eliminate discrimination. On the other hand, management does not dare to take risks to employees and to employees who have not been able to fully provide the best for the Lagoi integrated tourism area. This phenomenon is a worrisome phenomenon, even though it can be a lesson for many parties who are included in the object of the working relationship with all components of policy implementers providing solutions to be able to realize gender-based working relationships [48].

3.2. Model for the Implementation of Gender Equality Policy in the Lagoi Bintan Tourism Area in the Future

Communication between implementing agencies. Communication has an important role in achieving the successful implementation of policies including a gender equality policy for workers in the Lagoi tourist area. Good

communication will be able to achieve the goals and objectives of gender policy implementation. Regulations and laws governing gender equality have not been communicated by the government as the policy owner to all stakeholders, so that information imbalances lead to weak relations between the government, entrepreneurs, and other stakeholder elements. To realize a gender equality policy, continuous communication in the form of socialization needs to be carried out to all parties so that with this information there is mutual supervision between the government, companies, community leaders and Non-Governmental Organizations, trade unions and other stakeholders.

Policy Objectives. The purpose of the policy is the strength of the company's motives in achieving the company's results in the form of profits. So that by fulfilling the company's goals, the company no longer sees other aspects as important, such as the importance of the company participating in the success of various government policies including gender equality policies with the aim of giving equal rights to men and women, including companies participating in the success of government policies in sustainable policies. part of that is gender equality.

Attitude of the implementers. The attitude of the implementers of Policy Implementation, it is ensured that parties who have a role in implementing gender equality policies in employment relations in the Lagoi Area do not have a commitment to implementing gender equality policy rules, this is illustrated by the low number of female workers in the Lagoi tourist area, while job opportunities are very low. It is open, that many local workers who are close to the Lagoi tourist area do not get job opportunities. Another commitment to implementing policies is that the government, which should implement policies through laws, also does not carry out these commitments. Thus, the main stakeholders who should implement the policy do not have a commitment with their reasons and interests.

Characteristics of Implementing Agency. The characteristics in question are the interests of actors involved in implementing gender equality policies. The research findings show that the parties involved who should be actively implementing gender equality in the expansion of work in the Lagoi tourist area are dominantly the entrepreneur and the government, but both stakeholders should be active, in fact they are passive with their respective interests. The management considers that their investment should be protected and during operation they have used a lot of local workers, besides that during operation it does not cause labor turmoil. While the government is passive by not providing input and emphasis on various labor regulations and other regulations that support sustainable development such as gender equality, on the grounds that the Lagoi tourist area has complied with the norms of labor regulations in general, the investment has used local labor.

Environment; Economy, Social and Politics (Socio-Economic Political). Referring to the analysis of research results, research findings indicate that sociocultural support has not been utilized by the management of the Lagoi

tourist area and the government as capital to encourage the implementation of gender equality such as involving values that are the advantages of local communities in tourist areas such as local arts and culture. The research findings from the economic and political aspects are that economically the implementation of gender policies can support the economy and people's incomes, with the non-achievement of gender policies, the impact on people's growth and income will not be affected. Likewise, political support does not provide support for the achievement of gender equality policies so that the government's political will in gender equality policies is still not maximally implemented, so this must be the focus of the role of stakeholders involved in the socio-economic and political environment.

Policy Resources. Policy implementation resources are an important part of the success factor in implementing gender equality policies. Human resources in implementing gender policies are female labor resources that have not been used as important resources to get attention. The next resource is in the form of laws and regulations that already regulate the equal rights of men and women. Regulatory resources are very clear and comprehensively regulate.

Referring to the research findings found in the study, the researcher intends to propose a framework of researchers' attitudes towards the conception of policy implementation based on research findings on the implementation of gender equality policies to expand employment opportunities that the legal conception based on regulations and legislation has set out in a clear, detailed manner. Gender equality is a policy that must be adhered to by all parties and is affected by the policy. Then on the provisions that regulate gender equality at several policy levels, such as policy recipients who must comply (Implementor Users), Policy Supervisors (Policy Control), Policy Beneficiaries (Values Policy), Commitment of policy actors (Stakeholder Commitment).

Gender equality policies in the Lagoi tourist area if implemented consistently can open wide job opportunities for women workers as the implementation of gender policies, with the opening of gender equality can increase people's income. However, in practice, gender equality policies cannot be implemented so that they do not have an impact on increasing people's income. Gender equality job opportunities in the Lagoi Tourism Area have not been in accordance with the applicable laws and regulations and have not met the wishes and expectations of community leaders, NGOs, and Labor Unions in the Lagoi Tourism Area. The gender policy model is in the form of theory development in the form of supervision and self-culture.

In practice, to realize a gender equality policy, the government institutionally needs to carry out continuous monitoring so that the laws and regulations that are the basis for implementing gender policies can be achieved. Meanwhile, for companies located in the Lagoi Tourism Area, they can incorporate the cultural values of the community as part of tourism development in the Lagoi Area to encourage the achievement of job opportunities which are not only direct job opportunities but also open up job opportunities

from the development of community resources. In the presentation of results and discussion, communication and influence should be on the importance of the actors involved as a success factor in achieving the implementation of gender opportunities in expanding employment opportunities. In addition, the commitment of the implementer's attitude, economic, social, and cultural factors are factors in the success of implementing gender equality policies in expanding job opportunities.

4. Conclusion

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