



**ANALYSIS OF THE IMPLEMENTATION OF GENDER MAINSTREAMING IN  
REGIONAL DEVELOPMENT  
(STUDY ON NORTH TAPANULI DISTRICT GOVERNMENT)**

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**Abstract**

Gender mainstreaming policies within the North Tapanuli Regency government, as stipulated in Regent Regulation No. 3 of 2019 concerning Gender mainstreaming, are considered inappropriate, especially within the scope of facilities and infrastructure that support work, especially for women. The percentage of female civil servants (PNS) is quite dominant in North Tapanuli but needs to be met with adequate facilities. Thus, this can have implications for peace, public order, and community protection in the North Tapanuli Regency local government. The purpose of this study was to analyze the extent of gender mainstreaming in regional development within the government of North Tapanuli Regency. The research method used in this study is qualitative research that produces descriptive data with an inductive approach, as for data collection techniques through observation, interviews, and documentation. The results obtained in this study are that the implementation of the policy has been running well, as expected so that civil servants in the Government of North Tapanuli Regency can feel a sense of security in expressing their work without being overshadowed by a sense of gender inequality. This is viewed from the human resources sector, namely, the availability of formations has been fulfilled. The employees of the state civil apparatus who oversee the field of gender mainstreaming come from educational backgrounds that are in line with gender mainstreaming, in addition to providing training and lifting knowledge about gender mainstreaming as an added value for Human Resources who are expected to be able to implement these policies within the government of North Tapanuli Regency. However, the sector of non-human resources (infrastructure, facilities, or budget) has been implemented. However, only some indicators are running well, namely in the budget sector, which still needs to be more. This has implications for the availability of facilities and infrastructure that are not gender-responsive, thus hindering the implementation of these gender mainstreaming policies.

**Keywords:** Implementation, Gender Mainstreaming, Regional Development

## ABSTRAK

Kebijakan pengarusutamaan gender di lingkungan pemerintahan Kabupaten Tapanuli Utara yang diatur dalam Peraturan Bupati Nomor 3 Tahun 2019 Tentang Pengarusutamaan Gender yang dinilai belum sesuai khususnya dalam ruang lingkup fasilitas, sarana, dan prasarana yang menunjang pekerjaan khususnya bagi Perempuan, mengingat presentase Pegawai Negeri Sipil (PNS) perempuan cukup dominan di Tapanuli Utara. Tujuan dari penelitian ini ialah untuk menganalisis sejauh mana pengarusutamaan gender dalam pembangunan daerah di lingkungan pemerintahan Kabupaten Tapanuli Utara. Metode penelitian yang digunakan adalah penelitian kualitatif yang menghasilkan data deskriptif dengan pendekatan induktif, dengan teknik pengumpulan data melalui observasi, wawancara, dan dokumentasi. Adapun hasil yang diperoleh dalam penelitian ini adalah pelaksanaan kebijakan tersebut sudah berjalan dengan baik, sesuai dengan yang diharapkan sehingga aparatur sipil di lingkungan pemerintah Kabupaten Tapanuli Utara dapat merasakan rasa aman dalam mengekspresikan pekerjaan mereka tanpa dibayangi oleh rasa ketimpangan gender, hal ini ditinjau dari sektor sumber daya manusia, yakni ketersediaan formasi sudah tercukupi dan para pegawai aparatur sipil negara yang menaungi bidang pengarusutamaan gender berasal dari latar belakang pendidikan yang sejalan dengan pengarusutamaan gender, selain itu pemberian pelatihan dan pengangkatan pengetahuan mengenai pengarusutamaan gender menjadi nilai tambah bagi sumber daya manusia yang diharapkan mampu mengimplementasikan kebijakan tersebut di lingkungan pemerintah Kabupaten Tapanuli Utara. Akan tetapi sektor sumber daya non-manusia (prasarana, sarana atau anggaran) sudah terlaksana namun tidak semua indikator berjalan dengan baik, yakni dalam sektor anggaran yang dinilai masih belum cukup. Hal ini berimplikasi terhadap ketersediaan sarana dan prasarana yang belum responsif gender, sehingga menghalangi pelaksanaan kebijakan tersebut.

**Kata Kunci:** Implementasi, Pengarusutamaan Gender, Pembangunan Daerah

## INTRODUCTION

One of the goals of national development is the development of Indonesian human resources in their entirety, both men and women. Pancasila, through the fifth precept, clearly states that justice should be upheld for all Indonesian people without exception. In addition, as stated in the 1945 Constitution, article 27, paragraph 1, emphasizes that all citizens have similar treatment before the law and government. Also, in Article 28, letter D, it is stated that every citizen has the same rights, both in terms of employment, citizenship status, and equal opportunities for political participation. Pancasila has become the philosophy of life of the Indonesian nation, with the 1945 Constitution as a complement to fully support the implementation of equality for every Indonesian citizen without discriminating in the slightest of each existing background, including gender differences as status.

Nowadays, many regulations are issued in line with the development of the needs of the increasingly branched society. However, there are regulations that, in their implementation, are considered discriminatory, especially against women. Generally, these discriminatory regulations are in the name of religion and morality in them. Komnas Perempuan, in 2018, found that there were at least 421 discriminatory policies against women. In a small scope, 62 regional policies contain dress codes that lead to the adoption rather than dress codes as a symbol of a majority religion. Those who are in the minority seem to be forced to obey religious rules that are different from what they believe, which indirectly commands compulsory conformity, and must submit to regulations that prevail over religious identity. Policies like this further deepen the gap between those who are considered the majority and the minority. Furthermore, this regulation leads to the creation of neglect in public services if it is not heeded. For this reason, many parties who feel aggrieved only choose to submit and remain silent, even though they are still in turmoil to refuse. Simply conclude that the birth of regional policies is related to primordial political forces. In line with this, supervision with a less qualified mechanism makes this policy published without a more in-depth study (Komnas Perempuan, 2018).

Regional governments, through Law No. 23 of 2014 concerning regional government, have mandatory affairs related to basic services in Article 1 paragraph (2) letter e, namely peace, public, and community. In this case, gender equality is a scourge that sometimes unsettles society, where they are unable to express themselves according to what they want, so people feel uncomfortable. Following up on Presidential Instruction Number 9 of 2000 concerning Gender Mainstreaming in National Development, Regulation of the Minister of Home Affairs Number 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in the Regions, and Regulation of the Governor of North Sumatra Province Number 43 of 2018 concerning Gender Mainstreaming in Regional Development, for this reason, through the Regulation of the Regent of North Tapanuli Regency No. 3 of 2019 concerning Gender Mainstreaming in Regional Development, North Tapanuli Regency is ready to implement all forms of gender equality in order to encourage national development that is fair, especially for all local communities in North Tapanuli Regency.

Based on the publication of the Central Statistics Agency in North Tapanuli in 2021 Figures, the Labor Force Participation Rate (TPAK) of North Tapanuli Regency in 2021 was 82.63 percent of the entire population aged 15 years and over. When viewed by gender, the TPAK of men is higher than that of women, which is in the range of 86.84 percent and 78.65 percent, respectively. This data shows that the labor force participation rate is dominated by men, which leads to low-income contributions for women. This is inversely proportional to the dominating ratio of women, who should be able to play the same or even more roles than men (BPS, 2021).

Furthermore, the number of Civil Servants (PNS) in North Tapanuli in December 2021 was 4,992 people. Uniquely, if detailed, male civil servants are not as many as women. With a total of 3225 (65.20%) people, the percentage of female civil servants is higher than that of men, which is only slightly more than half of the total female civil servants, namely 1737 employees. Group III (Level I Administrator) is the most occupied space by women, with a total of 1897 compared to men, who only occupy a total of 845 people. This shows that women's participation in the government is considered quite large in terms of the number of civil servants.

PUG's policy seeks to create a gender-friendly environment to create a fair atmosphere for all communities. In other words, facilities and infrastructure support employees in carrying out their work so that a healthy working relationship is established. Especially for women, an example is that the government should establish shelters or childcare in office areas. However, in North Tapanuli Regency, there is no such facility. In addition, the local government should also build lactation rooms for breastfeeding mothers. The local government of North Tapanuli Regency has built these facilities, but it has yet to be comprehensive in all existing offices. Considering the large number of women, of course, the interests of women in North Tapanuli Regency have yet to be well represented by the government. These problems make this study aimed at analyzing the implementation of the Gender Mainstreaming policy in North Tapanuli Regency in improving equitable justice for all genders with the fact that it occurs in the field when the number of women's representation in regional development is not in line with the appropriate policies and has not fully supported it.

## LITERATURE REVIEW

Research related to gender mainstreaming can be linked to institutional capabilities; gender mainstreaming strategies can experience several contextual and conceptual obstacles. This is partly due to the obstacles associated with the transformation of institutional missions and policy dialogue with gender instruments that are at the heart of development as an effort to empower people: budgets and evaluation outcomes. Some of the problems related to the implementation of gender mainstreaming from an organizational perspective are the lack of understanding and information of state officials related to PUG. Also, the rejection of the implementation of PUG was carried out in Finland (Staudt, 2017; Ylöstalo, 2016).

Several local studies have also discussed various gender mainstreaming agendas, including research by Nur Zannah entitled Implementation of Minister of Home Affairs Regulation No. 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in the Population Control, Family Planning, Women's Empowerment, and Child Protection Office of Asahan Regency, which found that the implementation of Minister of Home Affairs Regulation No. 15 of 2008 in the Population Control Office, Family Planning, Women's Empowerment, and Child Protection in Asahan Regency received a positive response and could be implemented quite well. Furthermore, to increase gender mainstreaming, it is necessary to improve the quality of Human Resources (HR) so that they are trained in understanding gender mainstreaming (Zannah, 2018).

In another research by Azilah Maysarah Siregar entitled Implementation of Gender Mainstreaming (PUG) in Realizing Sustainable Development Goals (SDGs) in the City of Pekanbaru, the results of this study show the low understanding of the (Siregar, 2022) stakeholders about PUG, especially at the level of the Head of OPD, and the patriarchal mindset that has been ingrained in decision holders that hinders the implementation of PUG. The implementation of PUG is different from physical development because it is in the form of long-term investment in human resources that do not have direct benefits. The attachment of the PUG program to the institution of women's empowerment strengthens the understanding that the program is only synonymous with women.

Research by Dwi Ramadhan entitled Implementation of Gender Mainstreaming in Regional Development in Dumai City. The results of this study show that the implementation of PUG in regional development in the city of Dumai has been carried out with gender-responsive planning and budgeting and in every policy formulation using the Gender Analysis Pathway and Gender Budget Statement, which is a gender analysis tool to help the PUG program. Research by Nadira Regita Nur Meishi entitled. The results of this study illustrate that PUG policies, if explored to the OPD level, have not been implemented optimally because many OPDs have not committed to gender mainstreaming efforts, which are exacerbated by the capacity of human resources who do not understand PUG (Ramadhan, 2021; Meishi, 2018).

The author analyzes the policy implementation approach of the Van Meter and Van Horn model, which includes the size and objectives of the policy, resources, characteristics of implementing agents, communication between organizations, and the social environment. Van Meter and Van Horn in Winarno (2014) conclude that what is meant by implementation is a series of activities carried out either by individuals, officials, and government or private groups that are directed to the achievement of the goals that have been proclaimed in the initial decision of a policy. Implementation explains that in the policy, two groups of characteristics cannot be equalized, namely, the number of changes that occur and the extent of consensus regarding the goals between the actors and in the implementation process that takes place. Van Meter and Van Horn also identified that there are resources that support the sustainability of the implementation of a policy. The source includes funds or other stimuli that facilitate the implementation that is said to be effective. In the practice of implementing the policy, we often hear officials and implementers say that they need more funds to finance programs or products that have been planned (ratified) (Winarno, 2014).

The author carried out research that was different from previous research and had not been conducted by previous research. The research by Nur Zannah focuses on gender mainstreaming policies in only one OPD and is not comprehensive in the OPD in the region. Meanwhile, this study tries to take sample data from several OPDs from related agencies to obtain saturated data so that it can be known the extent of the implementation of the *Perbup* on gender mainstreaming in general in the government circle. In the research conducted by Azilah Maysarah Siregar, the realization of gender equality is one of the goals of sustainable

development. At the same time, this study finds out the extent of implementation that has been implemented. The research by Dwi Ramadhan does not describe how gender mainstreaming is implemented in OPDs in the research locus, so it does not explain the internal areas of government. Research by Nadira Regita Nur Meishi does not delve into the importance of the patriarchal paradigm that is still ingrained and difficult to eliminate, which indirectly involves this patriarchy in gender mainstreaming. Meanwhile, this study includes patriarchal cultural factors as an important part of the emergence of gender gaps.

## **METHODOLOGY**

The research approach used by the researcher in this study was a type of qualitative method that produced descriptive data with an inductive approach. Bogdan and Taylor defined the qualitative method as a research procedure that produced descriptive data in the form of written or spoken words of people and observable behaviors. Meanwhile, descriptive research was described as research that was directed to provide symptoms, facts, or events systematically and accurately regarding the characteristics of a certain population or region. The procedure that was passed to solve the problem that had been determined at the beginning by describing the state of the research object that was happening at present based on facts and data that happened. This research was carried out with the intention of describing or describing directly a phenomenon and problem in line with what happens to the object of research, including how the elements in the research variables interact with each other, and there were also the products of interaction that take place. Inductive principles in exploring research were to help solved a certain problem through testing a theory. The process was generally carried out by investigating a particular case. Also, of course, to describe data as a form of process of analysis. Thus, the inductive approach can be said to be a qualitative data analysis technique approach. Through this approach, it was hoped that they will be able to understand the problem of gender mainstreaming in regional development. In addition, the researcher wanted to comprehensively analyzed the phenomenon of gender issues from facts and data that occurred in North Tapanuli Regency to realize gender equality, which was the goal of the North Tapanuli Regency Regent Regulation No. 3 of 2019 concerning Gender Mainstreaming in Regional Development (Moleong, 2007; Zuriah, 2009; Siagian, 2001).

Researchers collected data through observation, interviews, and documentation. The informants in this study were eight people: Functional Young Planners of Bappeda North Tapanuli Regency, the Head of Women's Empowerment and Child Protection, Local Government Employees, and the Community.

## **RESULTS AND DISCUSSION**

The author analyzes the policy implementation approach of the Van Meter and Van Horn model, which includes the size and objectives of the policy, resources, characteristics of implementing agents, inter-organizational communication, and social environment. Van Meter and Van Horn in Winarno (2014) conclude that what is meant by implementation is a series of activities carried out either by individuals, officials, and government or private groups that are directed to the achievement of the goals that have been proclaimed in the initial decision of a policy. Implementation explains that in the policy, two groups of characteristics cannot be equalized, namely, the number of changes that occur and the extent of consensus regarding the goals between the actors and in the implementation process that takes place. Van Meter and Van Horn also identified that there are resources that support the sustainability of the implementation of a policy. The source includes funds or other stimuli that facilitate the implementation that is said to be effective. In the practice of implementing the policy, we often hear officials and implementers say that they need more funds to finance programs or products that have been planned (ratified).

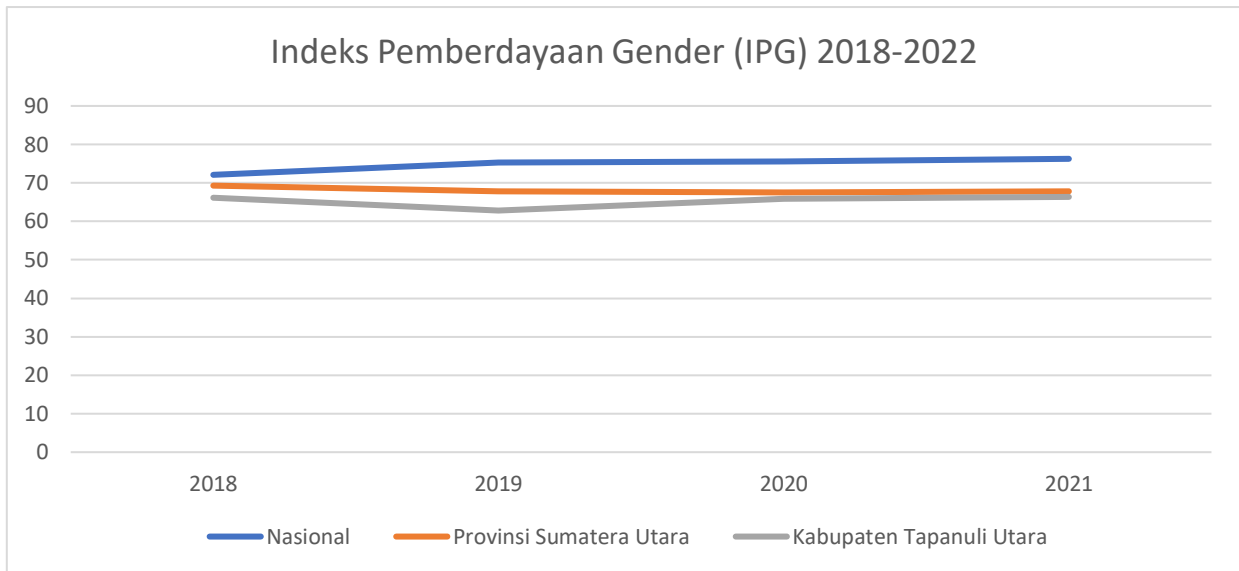
### **Policy Size and Purpose**

The implementation performance policy of a policy can be measured by its success rate if the size and purpose of the policy are realistic with the environmental conditions at the policy implementation level. When the size of the policy or policy objectives is too ideal to be implemented at the citizen level, it is somewhat difficult to realize public policies to the point that they can be said to be successful. Van Meter and Van Horn (Sulaeman, 1998) stated that to measure the performance of policy implementation, of course, it emphasizes certain standards and goals that policy implementers must achieve; policy performance is basically an assessment of the level of achievement of these standards and targets.



The policy target based on *Perbup* No. 3 of 2019 of North Tapanuli Regency concerning Gender Mainstreaming, which also refers to national policy, is the Gender Empowerment Index in a Regency/City, which is close to a value of 70.

### Gender Empowerment Index



*Source: DP3A North Tapanuli Strategic Plan, 2021*

The graph above shows the increasing Gender Empowerment Index of North Tapanuli Regency. In 2018, IPG North Tapanuli was at a value of 68, where the value that does not meet the standard (70). In 2018, the national and provincial IPG values of North Sumatra were at the levels of 72 and 70. This means that in 2018, North Tapanuli has not succeeded in implementing gender mainstreaming policies. In the following year, namely 2019, North Tapanuli Regency had a decrease in value to 62. This is very far from the figure to be achieved, remembering that there has been a significant decline because the national IPG value has shot up while North Tapanuli has decreased. However, in the next two years until 2022, there was a significant increase after the maximization of this gender mainstreaming policy, and North Tapanuli approached a value of 70. Even so, there needs to be an increase to keep up with the IPG of North Sumatra Province and the national IPG. In addition, based on the interviews that have been conducted, the goals of the gender mainstreaming policy are in line with the expected direction.

The implementation of the plan is almost perfect in accordance with what has been directed from the beginning. However, in some cases, there are still small gaps that can leak the implementation of this gender mainstreaming policy, so there is a need for follow-up actions to cover the existing problems so that they do not spread further. Many parties have also implemented efforts to implement gender mainstreaming and fully support the implementation of gender mainstreaming so that this policy is evenly distributed throughout all government agencies of North Tapanuli Regency. By fixing small problems, the gender mainstreaming policy goals of North Tapanuli Regency will be perfect and in accordance with expectations.

Gender mainstreaming in the local government of North Tapanuli Regency provides good benefits, as seen from the development since the enactment of this policy in 2019. It has brought changes to the active participation of women as civil servants and good work procedures in good government without fear of gender injustice, both men and women. In general, the gender mainstreaming policy of North Tapanuli Regency is on target and meets the standards that have been set in accordance with existing regulations.

### **Resources**

Van Meter and Van Horn (in Widodo, 1974) assert that "political resources are no less important than communication. These policy resources must also be available to facilitate the administration of the implementation of a policy. These resources consist of funds or other incentives that can facilitate the implementation of a policy. The lack or limitation of funds or other incentives in policy implementation is a major contributor to the failure of policy implementation.

According to M. Dawan Rahardjo (2010), the indicators of the quality of human resources are intellectual quality (knowledge and skills), education, and formation. In general, the human resources needed to implement gender mainstreaming within the North Tapanuli Regency government are relatively good. In terms of quantity or number, there are very few issues regarding the lack of employee resources in the implementation of gender mainstreaming. The number of employees within the North Tapanuli Regency government, especially in OPDs in charge of gender mainstreaming, is not lacking. Each field has sufficient state civil servants and works according to their duties. In terms of quality or skill, State Civil Apparatus working in fields related to gender mainstreaming are classified as competent because, when viewed from an educational background, all heads of fields in Bappeda who oversee gender

mainstreaming and the Population Control, Family Planning, Women's Empowerment, and Child Protection Office of North Tapanuli Regency come from social graduates. From this, it can be concluded that human resources in charge of gender mainstreaming are sufficient and competent (Rahardjo, 2010).

Apart from human resources, other resources that need to be considered are non-human resources. Facilities and infrastructure are important factors to support the smooth implementation of gender mainstreaming, considering that gender equality, in addition to participation representation, is closely related to the available facilities. Facilities mentioned in the Regulation of the Minister of Women's Empowerment and Child Protection Number 5 of 2015 concerning the provision of gender-responsive and childcare work facilities. There are several small facilities and infrastructure that are very important but often overlooked. These facilities and infrastructure are such as tables with covers at the bottom, supporting stairs, and supporting toilets. In fact, such facilities are very minimal in the government environment of North Tapanuli Regency.

In general, it can be concluded that the resources needed in the implementation of gender mainstreaming in the North Tapanuli Regency need more attention in terms of non-human resources. For human resources, it is already good. Starting with the participation of sufficient employees with an adequate number. Female employees also outperform the gender distribution of employees compared to male employees. This proves that the number of participants is not a big problem for the implementation of gender mainstreaming in the North Tapanuli Regency. In terms of skills, the state civil servants in charge are already classified as competent because they understand what they are doing. This is targeted at the last education they took, which is in line with the work they are in coupled with training that can improve the knowledge and skills of state civil servants better in the implementation of gender mainstreaming in the North Tapanuli Regency government. So, it can be interpreted that human resources are not an obstacle in the implementation of gender mainstreaming.

Turning to non-human resources, which is the main problem in the implementation of gender mainstreaming, these resources are classified as very minimal and require more attention. The budget for this implementation still needs to meet the requirements. Most of the largest budget still comes from the APBD and the ministry itself. This budget problem will have an impact on the procurement of facilities and infrastructure. The facilities and infrastructure

owned by agencies within the North Tapanuli Regency government are classified as very minimal. Starting from the obligation of facilities that must be provided by relevant agencies as stated in the Regulation of the Minister of Women's Empowerment and Child Protection Number 5 of 2015 concerning the Provision of Gender-Responsive and Childcare Work Facilities, namely breastfeeding rooms and childcare rooms, which are still very lacking and need to be added. Not all offices have these facilities. On the other hand, facilities and infrastructure such as gender-responsive toilets, adequate stairs, and closed tables are at the bottom of the table. So, in conclusion, the resources that need to be improved are non-human resources, which are felt to be very minimal and need to be paid more attention to so that the implementation of gender mainstreaming can be better.

### **Characteristics of Implementing Agent**

The focus on implementing agencies includes formal organizations and informal organizations that will be involved in the implementation of policies. This is important because the performance of policy implementation will be greatly influenced by the right characteristics and suitable for the implementing agents. This is related to the context of policies that will be implemented in several policies that require strict and disciplined policy implementers. In another context, a democratic and persuasive implementing agent is needed. According to Edward, the 2 main characteristics of the bureaucratic structure are Standard Operating Procedures (SOP) and fragmentation.

The SOP for the implementation of gender mainstreaming within the North Tapanuli Regency government has been designed and implemented in accordance with existing instructions. With this SOP, it is hoped that the implementation of gender mainstreaming policies will be in accordance with the standards that have been set and will not go off the predetermined path. Fragmentation comes from pressures outside the bureaucratic units, such as legislative committees, interest groups, executive officials, the state constitution, and the nature of policies that affect the organization of the public bureaucracy. Fragmentation is the distribution of responsibility for a policy area among several organizational units. The more actors and agencies involved in a particular policy and the more interconnected their decisions are, the less likely it is to be successful in implementation. Edward stated that, in general, the

more coordination is needed to implement a policy, the less chance it will succeed (Edward III, 1980).

In general, it can be concluded that the implementing agent is able to carry out its duties well. The pressures from outside the government are not so significant because the gender mainstreaming policy has been considered quite good and implemented in accordance with the written standards. The applicable norms must also be observed and implemented by all policy implementers. These norms have been outlined in the applicable SOP (standard operating procedure) mechanism so that policy implementers, both from Bappeda, the North Tapanuli Regency Women's Empowerment, the Child Protection Office, and other OPDs, understand and understand their main duties, functions, and responsibilities individually and institutionally.

### **Inter-Organization Communication**

For public policy to be implemented effectively, according to Van Horn and Van Mater (in Widodo, 1974), the standard of purpose must be understood by individuals (implementers). Who is responsible for achieving policy standards and objectives? Therefore, standards and objectives must be communicated to implementers. Communication in the framework of conveying information to policy implementers about what is a standard and goal must be consistent and uniform from various sources of information. If there is clarity, consistency, and uniformity to a policy standard and goal, then it is easier to achieve the standard and policy goal. With that clarity, policy implementers can know what is expected of them and know what to do.

Furthermore, to measure organizational communication using organizational communication, Arni (2007), which is the basic direction of communication, mentioned that there are 3 (three) directions of communication in the organization, namely downward communication/communication to subordinates, upward communication or communication to superiors, and horizontal communication or horizontal communication or communication between colleagues (Arni, 2007).

(1) Downward communication or communication to subordinates.

In organizational communication, superiors frequently give orders to subordinates. How superiors communicate with subordinates needs to be clarified because confusing orders can lead to ambiguous implementation of regulations. It is necessary to have good communication skills so that the orders given are in accordance with expectations so that there is an understanding of the policy. In the context of gender mainstreaming, orders from the central government through Presidential Decree (*Perpres*), Minister of Home Affairs Regulation (*Permendagri*), Governor Regulation (*Pergub*), and Regent Regulation (*Perbup*) are regulations that are aligned and in line. Each regulation commands according to the wishes of the policymaker. At the lowest level, the *Perbup* will be guided as an order in which it is written the implementation that every ASN in the North Tapanuli Regency Government must guide. With the alignment of regulations and implementation contained in *Perbup* No. 3 of 2019 North Tapanuli Regency, communication between superiors and subordinates is good.

(2) Upward communication or communication to superiors.

Communication with superiors is related to evaluation and monitoring. Every policy implementation certainly needs to be improved if it is felt necessary so that the policy will be better in the future. Feedback from subordinates to superiors is communication about the improvements that need to be made. The *Perbup* regarding gender mainstreaming still has limitations that must be improved. For this reason, communication between subordinates and superiors is needed to support policies to be even better.

(3) Horizontal communication or communication between colleagues.

Communication between colleagues leads to the implementation of cooperative policies. Each ASN cooperates in the implementation of the policy, as well as one OPD with another. Communication between OPDs in gender mainstreaming is strengthened by the order to appoint focal points in each OPD. Focal Point is ASN appointed by the chairman of the gender mainstreaming working group to disseminate and facilitate gender mainstreaming in each OPD so that it is more evenly distributed. The appointment is contained in a warrant that must be carried out to support the implementation of gender mainstreaming. In North Tapanuli Regency, the focal point of gender mainstreaming has been evenly distributed throughout OPDs because there is already a warrant for every existing representative.

The communication carried out by the Working Group with other gender mainstreaming policy implementers is fairly good. There has always been communication between the working group and other implementers. That way, the implementation of gender mainstreaming will be in line with the standards that have been determined and are no different from others. Even if there is a mistake, the member usually immediately contacts the relevant party to confirm whether the implementation is in accordance with the standard procedure. With this step, there will be clear implementation. All implementation of gender mainstreaming policies will be aligned in one line without branching out, which causes overlap between implementations that can cause damage to the policy order itself.

Thus, the prospect of effective policy implementation is largely determined by accurate and consistent communication with policy implementers (Van Mater and Varn Horn, in Widodo 1974). In addition, the coordination of the working group with the focal point and all existing agencies is a powerful mechanism in policy implementation. The coordination of communication among the parties involved in the implementation of gender mainstreaming policies within the North Tapanuli Regency government shows a rare mistake that, in the end, the implementation of this policy is in accordance with expectations.

### **Social Environment**

The last thing that needs to be considered to assess the performance of public implementation from the perspective offered by Van Meter and Van Horn (1975) is the extent to which the external environment contributes to the success of the public policy that has been established. The external environment has an important influence on policy implementation. Van Meter and Van Horn, as quoted from Agustino (2006), said that the success of policy implementation is influenced by the support and rejection of external institutions; if external institutions support, then the implementation of the policy will be successful. On the other hand, if you refuse, the policy will fail (Agustino, 2006).

In this context, in North Tapanuli Regency, there has never been an action of rejection of this gender mainstreaming policy. The government supports and implements this gender mainstreaming policy as regulated in the relevant regional regulation. Based on the interviews that have been conducted, the facilities available in several offices in the context of

implementing gender mainstreaming seem to have not been maximized. For the implementation of other standards that have been carried out well, only the facilities and infrastructure that the community often complains about in the implementation of gender mainstreaming, for example, the unavailability of lactation corners for female employees, the lack of maximum childcare available around the location of government offices, and other supporting infrastructure. The rest of the community feels that this gender mainstreaming policy does not have any problems and has been carried out in accordance with procedures that are in accordance with the standards that have been set. The influence of the social environment that supports gender mainstreaming in the North Tapanuli Regency Government Environment makes the implementation of the PUG policy even better.

## **CONCLUSION**

Based on the results of research that has been conducted on the implementation of gender mainstreaming policies in the local government of North Tapanuli Regency, it can be concluded that the policy has run well and has realized a sense of security for civil servants, especially women, in expressing their work without any inequality based on gender. From the aspect of policy size and objectives, the implementation of PUG in the North Tapanuli Regency Government has shown an increase in the value of the Gender Mainstreaming Index. The characteristic aspect of the implementing agent also shows the strong commitment of the local government in efforts to implement the PUG policy in the aspect of communication. It shows various improvements, and the effectiveness of information delivery related to PUG. However, in the aspect of resources, there are still limitations, namely in the budget sector, which still needs to be considered insufficient. This has implications for the availability of facilities and infrastructure that still need to be gender-responsive, thus hindering the implementation of the policy.



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