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Understanding Sports Policies in Indonesia: Caring for the Asian Games Legacy 2018

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Abstract

This research is intended to understand gender sports policies seen from a gender-sensitivity perspective. The research was based on a case study method. In-depth interviews with a number of government parties formed the cornerstone of data collection. Adopting from the conception of the Organization for Security and Co-operation in Europe (OSCE) on gender sensitivity, some of the policies do not take into account or care about gender. Thus, more precisely a policy can be gender-biased, gender blind, gender-neutral or gender-sensitive. The conception was used in analyzing the extent to which sports policy in Indonesia is gender-sensitive and its implications for the treatment Indonesia accords to the 2018 Asian Games Legacy in the field of Women in Sports. The findings of this study are categorized into three parts, inter alia, Gender equality principle; The Indonesian government's partisanship in managing female athletes; and Women in sports as soft power. The practical implication is that gender-blind conception of policies coupled with gender-neutral implementation does augur well for efforts to perpetuate the legacy of Asian Games Legacy as a powerful source of attraction that Indonesia has to offer.

Keywords: Public Policy, Gender Sensitivity, Soft Power, Women in Sports.

INTRODUCTION

Asian Games 2018 in Indonesia were held between August 18 and September 2, 2018 held in Jakarta - Palembang as a Mega Sports Event (SME) which was one of the most prestigious for countries in The ASEAN. This Asian sports party attracted a lot of attention because Indonesia's impressive achievements in the event. Indonesia won 93 medals, which consisted of 31 golds, 24 silvers and 43 bronzes. Among the 31 gold medals, female athletes contributed 11 gold medals while male athletes won 20 gold medals. The event increased recognition of women athletes. Defia Rosmaniar, who is female athletes in the Taekwondo sport won the first gold in the event. Moreover, other female athletes who contributed to Indonesia's gold medals tally included Linsdwell in Wushu sports and Tiara Andiri Prastika, in Mountain Bikes sports. The research adopted Organization for Security and Co-operation in Europe (OSCE) perception about some of the policies. OSCE categorizes policies into three groups, inter alia, gender biased; gender blind; and gender-neutral or gender-sensitive.

Gender-biased policies are policies that discriminate against, while gender blind policies arise when policy makers fail to recognize gender as a key determinant. Meanwhile, gender neutral policies, not have different impacts on men and women, and gender sensitive policies, policy consider factors that are rooted in the gender in the division in work and power relations between men and women; use gender to separate data and calculate

who benefits from policy and who does not, and can contain specific actions that specifically target women. In light of that the objective of this research was to examine the extent to which Law No. 40 of 2009 promotes and encourages the adoption and implementation of gender sports policies that are gender sensitive. Based on preliminary research, sports policy in Indonesia not gender sensitive rather gender blind (Budi, Suryadipura, & Savitry, 2018). The current policy regime, thus, has yet to reflect acknowledgement and recognition of achievements of young women in sports, which leaves doubts and questions about whether the impact of achievements women made in 2018 Asian games has had any impact on public policy in Indonesia. In other words, another interesting question is whether or not, given the fact that after the achievements that women made during 2018 Asian games, sports policies are still not gender sensitive, the government consider the legacy of Asian Games as just a fleeting episode that should be pushed to the sidelines rather than become a veritable source of national pride that can be engraved and instilled in collection memory for current and future generations.

The spotlight of 2018 Asian games was on two athletes, Lena and Leni. Lena and Leni, were two female athletes in twin takraw sports, who caught most of the world attention and athlete, touched the hearts of many people with their past stories. The attention and inspiration arose from the difficult and challenged life histories of Lena and Leni.

The two athletes grew up in underprivileged families, had worked laundry jobs, washed dishes, and even scavenged to earn a living. In the 2018 Asian Games, Lena and Leni earned bronze in the Women's Quadrant number. In addition to the Sepak Takraw sport, during the 2018 Asian Games, paragliding competition was contested for the first time. A female athlete won 3 medals in the sport. Rika Wijayanti was the only female athlete to win a silver medal from the women's team accuracy number and two bronze medals in the women's singles accuracy and women's team cross-country (Suwarno, 2018). The success stories of women athletes in the 2018 Asian Games serve as an important reminder for Indonesia to be serious in fostering, caring and fighting for achievements of athletes by providing and supporting the availability of sports facilities, coaching facilities and more gender-sensitive policy products. Playing its part by providing facilities and implementing policies that show the country's interest and support for sports and athletics, Indonesian government show its serious commitment to engraving achievements of Indonesia sports person and athletes in 2018 Asian games. That way, Asian Games Legacy, especially the Women contribution in Sports, will become an important source of attraction of Indonesia in the eyes of the world (Vuving, 2009). There are three ways legacy of sports achievements can contribute to a country's attractiveness in the world including, brilliance, benignity and beauty (Budi, Suryadipura, & Savitry, 2018).

Adolf Ogi (former president of Switzerland) who once served as an adviser to the UN in the field of sports development and peace described sports as a vehicle or tool that reconciles the State and the world. Sports can be used as a stage or arena to discuss peace for instance served as temporary reuniting force of the two Koreas which have always been at odds. This was rallying call that was the centerpiece of Asian nation's sports week in Incheon, South Korea in October 2014. The two Korea table tennis teams became one and played in mixed numbers during the championship that was held in Qatar in 2011. Striving for 3B (brilliance, benignity and beauty) underpinned by gender sensitive government policies, can become an important source of added value to the country's income as attraction is converted into valuable assets in the country. Lessons from Japan show the value of promoting women in sports can generate to the economy of a country. During 1924-1935, Japan introduced a competition that only involved women (promotion of competitive women's sports in Japan) (Raita, 1999). The policies involved organizing Japanese Women's Olympic Games (JWOG), establishing the Japanese Women's Sports Federation (JWSF), providing support to Women in sports, through the Federation of Sportive Feminine Internationale (FSFI). Consequently, by 1928, Japan was able to create one of the most talented and accomplished female athletes, Kinue Hitomi. Through Kinue Hitomi, Japan was able to showcase to the world the ability of

women in the world of sports at the Amsterdam Olympic Games. To this day, Japan considers female athletes as an importance source of attraction to the world. Women participation in sports has increased in the last century, especially in the last quarter 25 years. Women of all ages exercise earlier in life and with greater intensity, are today more involved in competitive athletics and other training programs (Kaylani, 2015).

Indonesia implemented Law No. 3/2005 concerning National Sports System (NSS). The scope According to Law No.3/2005, article 17 sports covers (1) sports education; (2) recreational sports; and (3) performance sports (Ma'mmun, 2015). The law mandates that the implementation of sports development must cover the three types of sports simultaneously. In addition, another that covers sports policies is Law No. 40 of 2009 concerning Youth. The implementation of the policy is laid out in Ministry of Youth and Sports Strategic Plan, 2016-2019. Some policy action directions of the Strategic Plan (Kemenpora, 2017) include 1) coordinating partnerships; 2) preparing infrastructure and facilities; 3) strengthening youth and sports organizations; 4) strengthening the role of the community; 5) giving awards; and 6) meeting various requirements through funding (Harahap, 2018). Besides, it is interesting to note that from the perspective of gender sensitivity, sports policies in Indonesia are still primarily masculine. This is reflected in the naming conventions of policies that is biased toward male youth. In fact the way the term

youth is used alludes to a gender other than youth (which refers to men). Indonesia has a national song that refers to other terms besides youth. Young women as reflected in the song "Bangun Pemuda-Pemudi" which was composed by Alfred Simanjuntak to this day continues to an annual fixture that punctuates Indonesian Independence day celebrations and commemoration of Youth Pledge on August 17 and October 28, respectively, every year.

In 2014-2019 in its capacity as a member of the International Olympic Committee (IOC), Indonesia which put forward the principle of gender equality in sports by setting up an executive committee of women in sports in the Indonesian Olympic Committee (IOC) as a National Government Organization (NGO). The inclusion of Women in Sports executive committee has rejuvenated hope for female athletes in Indonesia. Nonetheless, the abolishment of the special commission for women in sports by IOC. which was one of the outcomes of the IOC Special Congress held in Hotel Mulia, Senayan, which was held on October 9, 2019 and attended by almost all the 60 members of the IOC. Shows that female athletes still face formidable obstacles. The promise by IOC in January 2019 to establish a Women's Consultation Council on Sports by IOC remains a promise without any signs that it will be realized in the near future. The hope is that despite the elimination of the executive committee specifically for Women in Sports, agenda on the development and management of ath-

letes and female sports administrators in Indonesia will continue through other mechanisms.

Research on bureaucracy is complex as it deals with several aspects including human resources, government organizations, mechanisms, and procedures — government bureaucratic reforms (Yusriadi, 2018). Moreover, the Ministry of Youth and Sports has not paid sufficient attention to empowering women athletes. This is in part because the principle of equality that is used in ministry policies is based on Law No. 40 of 2009 on youth, which is gender neutral. This is corroborated by findings of the National Women's Commission (NWC), which showed that government policies that are not gender sensitive in various fields. To address that, NWC recommends that need for the state to reaffirm human rights, including women's human rights, which is in line with the constitutional rights that underscore the importance of implementing gender-sensitive and non-discriminatory policies (Herlinawati, 2019). In any case, if gender is understood as a social construction, gender differences are not 'natural' but are obtained and enforced, and vary in accordance with certain social and gender settings (Pfister, 2010). To that end, there is need to analyze the current conditions as a way to take measures that will shape the direction of sports participation of women in sports and sports leadership in future. Gender plays an important role in sports, and there should be equality in roles and positions that women and men play in the field of sports. Discrimi-

nation based on gender is unnatural but enforced or acquired during the process of growing up. Thus, more gender-sensitive policies are needed. Gender in sports depends on sports activities that are adjusted to gender, such as wushu sports, soccer, and badminton. The need for differential treatment is also due to the different abilities that women and men have. It is this difference that has given rise to wrong assumptions or even thoughts. Differences in the treatment of female and male athletes first came to light and witnessed in public in the 1970s. Women's sports teams received lower funding than men's teams. For example, in 1974 the budget for the sports program for men was five times greater than for women. Even at the University level, the difference is as high as 100 times (Ruslan, 2015).

Previous research on women in sports but none focused on gender sports policies in Indonesia (Rachman, et al., 2019). The concept of gender equality in sports is the focus of a United Nations paper entitled Women, gender equality and sport. The paper emphasizes the role that sports play in promoting gender equality among young people (United Nations, 2007). The participation of women of all ages in sports can promote positive development in various aspects of society including norms, values, and alternative attitudes. The paper raises concern about violence, exploitation and harassment that women face in sports. In its conclusion, the paper implores governments, NGOs and the UN to take measures to promote benefits to society that

are associated with women participation in sports.

In a research on Muslim women in sports, which had the objective of identifying high-performing Muslim female athletes in Indonesia and Malaysia (M, 2017), authors highlighted achievements made, hence urged governments to enhance participation in sports by providing necessary sports facilities. Providing sports facilities that support women participation in sports is only possible if policies that implement measures to mainstream and improve women achievements, including in sports are enacted and based on principles of gender equality and equity.

Barth (1996) in (Sayrani & Sasmita, 2008) opines the need for the existence of humane bureaucracy to develop policies that are non-discriminatory any groups and sections of society. The notion reverberates with gender justice, which should be one of key principles and orientation of contemporary public administration. Gender justice should be perceived and adopted into practice in accordance with needs. To that end, considering the huge unmet need gender sensitive policies are an urgent priority in the development of Indonesian sports.

METHODS

The research used case study methodology (Yin, 2002). Case study research is used to describe an entity in the form of a single unit such as an individual, an organization or an institution. Technically, case study method investigates phenomena in real life contexts,

where multi-source evidence is used and boundaries between phenomena and contexts are not explicit. In investigating this phenomenon, authors conducted in-depth interview with respondents including government officials in the Ministry of Youth and Sports and the Ministry of Protection for the Empowerment of Women and Children; and Non Governmental Organizations, in this case, the Indonesian Olympic Committee (IOC). Meanwhile as regards sampling procedures. In a population that is heterogeneous, In phenomena that has high heterogeneity, such are selected in such manner that maximum variation across samples is achieved across. Data collection techniques included interviews, Focus Group Discussion (FGD), documentary analysis of official reports and documents. Jakarta was chosen because it was one of the two located that hosted 2018 Asian Games, the second one being Palembang city. Survey of respondents was conducted at the end of 2019. Respondents were selected based on purposive sampling. The field work involved 14 respondents. Meanwhile, data analysis involved interpreting patterns in collected data in relation to research questions leading to inferences and drawing conclusions and policy implications.

FINDINGS AND DISCUSSION

The legacy of the Asian Games, especially Women in sports is can only contribute to social and economic wellbeing of society if indeed encouraging, but we see this euphoria is not tactically and strategically welcomed to

Table 1. Presentation of Respondents, Data Collection Technique and Results

No	Institution	Visit's Results	Focus Discussion	Narasumber Answer
1.	The Ministry of Protection for the Empowerment of Women and Children	The interview was represented by the official on duty	The role of Ministry of Protection or the Empowerment of Women and Children in caring for female athletes as the nation's selling power to other countries	The role of Ministry of Protection for the Empowerment of Women and Children to carry out extension functions to all functional/technical ministries such as the Ministry of Youth and Sports to focus on women's empowerment, gender equality and also gender budgeting in every activity budget planning. The socialization that has been carried out for all ministries has only been shown to be successful at the Ministry of Finance. Gender sensitivity of each ministry is different so that KP3A has not been able to force it to conduct deeper interventions.
2.	The Ministry of Protection for the Empowerment of Women and Children	The interview was represented by the official on duty	The role of the Indonesian Women's Sports Association in caring for the sustainability of Indonesian female athletes has been established until now	National and international activities have been held, but funding is still hampered. Funding becomes a dilemma because it is necessary to carry out activities. Currently, national activities are being intensified, especially for the empowerment of retired female athletes. One of the social services is also for female athletes in 2019.
3.	Indonesian Women's Sports Association	Direct interviews with targeted sources	The role of Women in Sports Commission in IOC and its relationship with the Ministry of Youth and Sports and other government organizations	That the women in sports commission has not fully implemented the existing program, because by chance it is necessary to prepare the Asean Games which will be held in 6 months. Basically, the existence of a women in sports commission is a challenge for Indonesia, especially in responding to the synergy between government agencies and also female athletes. However the women in sports commission has not been fully implemented and not the commission is abolished.

be continued until it can become one of the attractions of Indonesia in the eyes of the world. The element of it crafted to become an element of soft power and attraction of Indonesian society to the world. Results of interview provide highlights of the soft power that sports and athletics in general and the involvement of women in particular. The achievements of female athletes in the 2018 Asian Games creates both opportunity and challenges for the Indonesian government. Challenges include the managing the relationships among women athletes and the task of packaging achievements in such a manner that makes them valuable and attractive assets in eyes of other countries. As regards, opportunities of sports, the participation of women in sports and achievements they have made in sports events such as in 2018 Asian games are valuable assets that can be packaged to strengthen the attractiveness of Indonesian society in eyes of foreign countries to general income and wellbeing for the country. Moreover, the government can leverage sports to attract foreign investment and cooperation in the design and conduct of major sports events through the provision of incentives in the development of sports facilities and institutional capacity development to the benefit of Indonesian society.

As regards the orientation of sports policy in Indonesia, using OSCE's definition as reference, based on provisions and terms used, ample evidence points to a gender neutral sports policy. The policies do not use the term gender but use youth, which in most cas-

es denotes male youth in the Indonesian context. To that end, sports policies do not specifically empower and provide protection to female athletes. Consequently, the existence of a gender neutral policy led to lack of sufficient government appreciation of the achievements of women athletes in the 2018 Asian Games. Results of interviews are presented in three section including results on the principle of gender equality; government's partisanship in managing female athletes; and Women in sports as a source of soft power.

Principle of Gender Equality

Article 2 of Law No. 40 of 2009 concerning the principle of equality stipulates that the "principle of equality" requires youth development is conducted based on the principle of equality of service. Based on an interview conducted with the Ministry of Youth and Sports, the principle of equality requires that gender is not used as a reference in providing opportunities between individuals. In others words, women and men are treated in the same manner. The implication of that is that sports policies by underscoring the importance of equality do not subscribe and based their actions on an individual's gender. This means that sports policy is not gender-sensitive in that programs and projects do not specifically accommodate women interests and concerns. Consequently, in any sporting event, there are constraints that are put in place because of one's gender, rather the ability. The argument received confirmation from an IOC representative who noted that the principle of equality as guidance in imple-

menting sports policy does not create special space or opportunities that are specifically tailored toward any gender, female or male. The policy does not have space for differentiating treatment between female and male athletes.

Nonetheless, based on the statement of an official in the Ministry of Protection for the Empowerment of Women and Children the principle of equality is understood to treat gender based on needs. For example, in the case of providing public facilities such as bathrooms, women should be allocated more cloth hangers than men simply because the former usually carry more personal belongings while travelling than men. Thus, while in principle, sports policy is gender neutral, in practice gender sensitivity is applied. The implication of the foregoing is that discretion can be used to address absence of gender sensitivity, which nonetheless, does not resolve the impact that lack of gender sensitivity in laws leaves the issue to the discretion of individuals and institutions, which may not apply in all cases.

The Indonesian Government's Partisanship in Managing Female Athletes

Indonesia has a Ministry of Protection for the Empowerment of Women and Children that is responsible for women and children related. There is, however, no collaboration between the Ministry of Women and Children, Protection and Empowerment in managing issues and concerns of female athletes in Indonesia. Managing female athletes (empowerment, strengthening and programs)

should be the responsibility of the Ministry of Youth and Sports. However, since the Ministry of Protection for the Empowerment of Women and Children is tasked with implementing gender mainstreaming in all government programs and policies, collaboration between the two ministries is required and imperative if women sports activities and interests are to be accommodated in not only programs of the ministry of sports but also those implemented by other ministries and non ministerial institutions. Based on outcome of an interview with officers in the Planning Bureau, in the Ministry of Youth and Sports, the ministry with the consultation of the Ministry of Protection for the Empowerment of Women and Children drafted a regulation that is aimed at gender mainstreaming, which was proceeded by the establishment of a Working Group Unit on the issue. Specifically, gender mainstreaming perspectives in the regulation and working group were based on the collaboration between the Deputy Assistant on Gender Equality in Health Education and Family Development, ministry of women and children protection and empowerment with the Ministry of Youth and Sports. Unfortunately, regulation has to this day not been issued due in part to the cabinet reshuffle. In other words, the government has only gone as formulating support for gender sensitive policies, but little of implementation.

Women Athletes as A Source of Indonesian Soft Power

The issue of soft power is not limited to

Indonesia but is global in nature. The issue relates to the management of female athletes as a source of Indonesia's uniqueness in eyes of other countries (Rachman, et al., 2020). Moreover, by leveraging the benefits of the concept, Indonesia complies with its ratification of CEDAW (Convention on Elimination of all forms of Discrimination Against Women), which is an international charter on the observance of rights for women that took effect on 3 September 1981. Managing achievements of women athletes as soft power should go beyond the fanfare and celebrations of the conduct and end of the games. There is thus need for a shift in paradigm and outlook toward making comprehensive preparations, and program planning, provision of facilities, as well as aligning the next government Mega Sports Event (MSE) with the goal of leveraging and projecting soft power as a unique national asset. What is also surprising is that Indonesian Olympic Committee (IOC) as a member of the international Olympic Committee, has not been able to develop and implement programs that specially empower women athletes, citing its preoccupation with preparations for 2018 Asian games as the major reason.

Nonetheless, measures have been taken to mainstream gender mainstreaming in sports. In early 2019, IOC held a FGD that addressed on the Challenges of Indonesian Women in Sports, in which IOC Secretary General, Helen Sarita Delima deputized for IOC. Chairperson The FGD deliberated on three issues that relate to the 2018 Olympic Charter, inter

alia, gender equality at various levels, including management of sports organization (PP / PB), administrators, trainers, referees and athletes; prevention of all forms of violence and discrimination; and anti-doping. In addition, IOC discussed plans to form a Women's Consultation Council on Sports that is expected to protect interests of women in sports (Bramantoro, 2019).

One of the first efforts to highlight the need for gender equality in general and specifically laying strong emphasis on women interests in sports was the establishment of the Indonesian women's sports association (IWSA). The association was formed May 20, 1967 in Jakarta at the initiative of former Indonesian female athletes. The Directorate General of Sports, endorsed the organization based on Decree No. 062 of 1967, May 20, 1967. The ISWA held its first congress during 12-14 October 1967. In 1969, IWSA became a member of the International Association of Physical Education and Sports for Girls and Women (IAPESGW) and in the same year participated in the IAPESGW VI congress in Tokyo - Japan. The IWSA has since 1990 been a member of the Central Indonesian National Sports Committee Functional agency, the International Aerobic Federation (IAF), based in Tokyo - Japan.

In 2018 IWSA gave special appreciation to former female athletes who. To mark the 52nd national sports day, in 2019, IWSA organized a national-level creative exercise competition in the auditorium of PTIK Pearl, South Jakarta, in which contestants competed

for the First Lady's Cup. The IWSA Chairwoman, Tri Suswati Tito Karnavian in her remarks lauded the competition as one of the programs in popularizing sports among children and women (Defianti, 2019).

Besides, strengthening gender equality in sports was recently demonstrated by the establishment of the Women in Sports Foundation Indonesia (WSFI) in July 2019, which was the culmination of a seminar entitled "Improving gender equality through the Olympic movement". WSFI itself is a foundation was formed by former female athletes with the aim of fighting for gender equality in sports. The inauguration ceremony of WSFI was attended by Erick Tohir, the Chairman of Indonesian Olympic Committee) and Puan Maharani, then holding the portfolio of Minister of Women's Empowerment (Primus., 2019). This foundation focuses on efforts that relate to empowering female athletes of all ages, and encouraging sense of pride for female athletes, in spite of their physical limitations they face WSFI can serve as a bridge between the government and Sports Organizations, administrators, trainers, referees and women's athletes in Indonesia. The hope is that the existence of WSIF will the collaboration of the Women in Sports Commission in IOC marks an important step in strengthening the alignment of interests and concerns of women in the management of sports. That way, Indonesia will be able to exploit and enhance the potential of the soft power that is embodied in the involvement of women in sports.

CONCLUSION

The extent to which sports policies are gender sensitive influences the impact they have on women who are participants in sports. Gender sensitive sports policies take into consideration differences in needs, interests of males and females are involved in sports in designing and implementing sports programs. The sports policy in Indonesia, which is based on based on Law No. 40 of 2009 emphasizes the principle of equality, implies that differences in needs and interests of female sports athletes are not take into consideration in the design and implementation of sports programs similar to those of male. In other words, despite the fact that in practice, during sports events the needs of sports athletes are taken into account based on gender, in general the Indonesian sports policy is gender neutral, which makes it biased against interests of women athletes. Various efforts have been made to fill the gap that is create by the lack of gender-sensitive policy through the formation of sports organizations that cater for interests of women athletes, forging collaboration between the ministry of youth and sports and the Ministry of Protection for the Empowerment of Women and Children. Nonetheless, there is still need for even stronger and sustained efforts to enhance synergy among sports organizations, the Ministry of Youth and Sports, and the Indonesian National Sports Committee to coordinate strategy and action that should lead to improvement in conditions that sports man and women face in general and women in particu-

lar. Having a common stand will strengthen the bargaining position with the Ministry of Protection for the Empowerment of Women and Children in efforts toward mainstreaming gender sensitivity in not only sports but also other government policies and programs. It is only through develop and implement gender sensitive sports policy that Indonesian government and society can explore and leverage the huge potential of soft power associated with women involvement in sports as powerful attractive force that can benefit the economy and society. That way, the government will have played an important part in paying glowing tribute to the glorious legacy of the achievements of sports women in 2018 Asian games.

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