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THE IMPLEMENTATION OF THE GENDER MAINSTREAMING POLICY AT EDUCATIONAL SECTOR IN THE NEW AUTONOMOUS REGION

By

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ABSTRACT

This research aims to analyze the implementation of gender mainstreaming policy at educational sector in the new autonomous region (DOB), that is Pringsewu Region. This research is qualitative research method. The data were collected by observations, interviews and documentations. The data analysis was conducted using qualitative data analysis method. The result of this research shows that the gender mainstreaming at educational sector in Pringsewu region does not run well yet. The region does not have an initiation to create any legal basis in the form of local regulations that can smoothen the implementation the gender mainstreaming policy in educational sector correctly. Therefore, viewed from an implementation model by Goerge Edwards III, which are communication, resources, disposition, and bureaucratic structure, all of them are still not maximized to achieve gender equality and gender equity in educational sector. The recommendation that offer are that the local government and through the responsible institution about education should immediately create a legal framework as a guidance to ensure that the gender mainstreaming policies on educational sector can be implemented properly so that gender equality and gender equity in education can be established.

Keywords: policy implementation, gender mainstreaming, educational policy

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INTRODUCTION

The gender mainstreaming policy is a global and national effort in respond to the discrepancy of gender in all aspects of life, including education. Universal Declaration of Human Rights affirms that every people is entitled to get proper and qualified education regardless age, gender, race, class or religion.

Government efforts to overcome the discrepancy of gender in education according to normative juridical have been issued on Inpres No 9/2000 about Gender mainstreaming, The Law no 23/2002 about Child Protection, the Law no 23/2004 about the elimination of domestic violence. This policy is followed by all local governments in Indonesia including Lampung Province. Lampung Province Government has shown seriousness on the development of Gender Mainstreaming field which is manifested through Local Regulation no. 10/2011 about Gender Mainstreaming on regional development. As for the measurement of success of gender mainstreaming are Gender Development Index (GDI) and Gender Empowerment Index (GEI) in Lampung province in the field of community development policy, including on the field of education. The data show that HDI Lampung province's rank is on 18 and GDI on 14 in national level.

Pringsewu Regency as the new autonomous region that expended on 2008 is currently working to improve the quality of human resources as one of the basic modal of development in the concerned regions. Human Development Index (HDI) in Pringsewu Regency is 72,73 that ranked on the 3rd from 14 regencies/cities in the Lampung Province (Source : BPS Lampung, 2012). In Pringsewu Regency, the data on all levels of education either elementary, junior high or senior high school in the last 2 years show the enhancement of Net enrollment rate (APM) and the Gross Enrollment Rate (APK). Meanwhile, from the observations in several high schools show the number of female students are lagging in quantity than male students, especially in certain majors and otherwise male students are lagging in quality than female students in the academic achievement (Source: Department of Education Pringsewu Regency, 2014). The data above show the imbalance between men and women in educational sector. Female students are more disadvantaged than male students. Additional data about educators and staffs show the disadvantageous of women than men, such as men certified teachers are more than women. This shows there is still a gender discrepancy in the education aspect. The question is how far the institution which is the Department of education and culture Pringsewu regency implement the gender mainstreaming policy in education sector with the result to achieve gender equality and gender equity in educational sector?

THE RESEARCH METHOD

This research is using qualitative research method with descriptive type. The data and information collected are secondary data from any of published material (literature) that associated with PUG policy in educational sector whether it is theory of literature, statistic, result of previous study, official document from other institution, other institution research's result and other data that associated with the gender mainstreaming policy in educational sector. Moreover, the collected data are also included primary data that obtained through: in depth interview; and observation. The data analysis is done by qualitative data analysis

method that conducted through the steps of data reduction, data presentation, which ended with the verification and conclusion.

RESULT AND ANALYSIS

Implementation is a dynamic process, policy implementers do an activity that are likely to get a result that appropriate with the objective and goal of the policy itself. However, in practice the implementation of policy is a process that very complex and often politically charged with intervention of the various groups.

According to Mazmanina and Sabatiar in Agustino (2008:139) defines implementation of policy as the implementation of the basic policy decision, generally in the form of legislation but also can be orders or executive decisions that important or juridical decision. Normally, the decision identify the problem that want to be solved, mention the objective or goal that want to be achieved firmly, and various ways to structure or organize the implementation process.

Van Horn and Meter on Agustino (2008:139) defines the implementation of public policy as actions that undertaken by individuals, government officers or groups of government and private sector that aimed at achieving the objectives that already outlined in the policy decision. Those actions try to transform the decisions into operational patterns, and continue those activities. The definition above can be known that implementation of policy consist of three things, which are the objectives or policy goals, activity to achieve their objective and result of the activity.

The implementation of a policy in autonomous region since 2001 was characterized by a number of new autonomous region. The problem is, most of the autonomous regions are showing bad performance on the term of acceleration development and public service. The evaluation of BAPPENAD and UNDP (2007) conclude that the central government, when formulating PP 129/2000 eager for new autonomous region can stand alone and be independent. But in the other side, the local government has a different view, the view of a autonomous region as an effort to quickly get out of the economic downturn.

In general, the new autonomous region turned out not to be in better condition than the parent region or control region. The result of the performance evaluation of the new autonomous region that conducted by the Ministry of Home Affair said that only 58,71% have a high performance. The rest 34,19% are in moderate performance, and 4,16% are underperformace. Another fact from the evaluation result of Ministry of Rural Development shows that 34 regions are being left behind of poor after being expanded (Kompas.com, 2014).

One aspect that is expected to increase as better as the new establishment of autonomous region is the human resources quality and this means educational aspect should get more attention, considering education is one of the basic service that should be provided by the government in additional of the other services in the other aspects. These day, education is a primary need of every human being. In globalization era, every human being is required to know science and technology and to people who do not have education, by itself would be excluded from the global competition. Educational problem should be a common concern because education is a necessity for the sake of the ongoing process of human resources in Indonesia present and future. Education is also the right of all the citizen because it is already set in the Constitution of the Republic of Indonesia 45 regardless of ethnicity, religion or gender. Therefore, if there are some policies that only give benefit for certain groups in society regardless of which groups must be prioritized first to be handled, it become a

problem that should immediately find a way out so it will not harm the community so that can be appearing the gap between group included in this discrepancy of gender in educational sector.

The educational service should certainly be felt by the whole society, these days the enhancement of literacy of the population is accompanied by the implementation of mission equality that is not discriminating against any parties, to guarantee certainty educational services for all. In this world, there are 796 million people who are illiterate, and 8,3 million people live in Indonesia. Some 65% of illiterate people in Indonesia are women. This indicates that there are gender inequality in adult education (Ditjen Paudni dan PNFI, 2011).

The gender mainstreaming is firstly determined by the 4th World Conference on Women in Beijing 1995. According to UN Economic and Social Council, the gender mainstreaming is a strategy for the needs and experiences women and men to be a part of the design, implementation, monitoring, and evaluation of policy and program in all the entire scope of political, economic, and social so that women and men get the same advantages and inequality no longer exist. In the other words, the gender mainstreaming is a strategy to ensure that all the process of planning, implementation, monitoring, and evaluation from all the program of the policy and projects in all sectors of development have been computing the dimensions/ gender aspects. Dimensions/ gender aspects see men and women as a perpetrator (subject or object) equal access, participation, and control over the development and utilize the results of development.

The objective of gender mainstreaming, as stated in the Presidential Decree 9 of 2000, is : "the implementation of planning, preparation, implementation, monitoring and evaluation of the policy and national development program that perspective in gender to achieve gender equality and gender equity in family life, society, nation and state". The gender mainstreaming is important to ensure whether women and men have the equal access to resources, whether women and men can be participated in the process of decision making, whether women and men have equal opportunity to control over the development, and whether women and men enjoy the results of development. So, in the end the discrepancy of gender will more narrow and did not even exist at all.

Principally, the gender mainstreaming is a strategy to achieve gender equality and gender equity through policy and program that concern about experiences, aspirations, needs and problems of women and men. Gender equality and gender equity are embodied by program and gender responsive development project, both practical and strategic are the problem of education.

In the context of education, the United Nations has held a meeting in New York on the September 2000. The meeting was attended by 189 UN member states that agreed on 'Eight Millennium Development Goals' or the Millennium Development Goals (MDGs) that one of the result was the launching of the 'Education for All ' or (EFA) at the International Conference in Dakar, which are: (1) impose universal primary education, ensuring that boys and girls can complete the basic education (at point 2); and (2) develop equality and empower women, eliminate gender disparity in primary education, secondary, and at all levels (in point 3), (PUG Education Handbook, 2007:1)

In Indonesia, KKG policy series in educational sector, under the Charter of the Universal Declaration of Human Rights (article 26 paragraph 1) and in the Constitution of the Republic of Indonesia Year 1945 Article 31, paragraph 1. To enable the implementation of the right get education for every citizen, then in article 31, paragraph 2 of the constitution of the Republic of Indonesia Year 1945 is set, which is done by the government are regulated by Law. Law

No. 7 of 1984 on the Elimination of All Forms of Discrimination against Women. Furthermore, based on GBHN 1999-2004 (Tap MPR No. IV/1999) to strengthen the role and position of women should be developed national policies that carried out by an institution that is able to realize gender equality and gender equity (KKG) and be able to improve the quality and independence of the role of women's organizations. Furthermore, based on national policy that spelled out in the Law No. 25 of 2000 on National Development Program which confirms that the goals of Life Quality Improvement Program of Women is to increase the quality and the role of women in various fields. Then lowered Instruction No. 9 of 2000 on Gender mainstreaming in national development. Furthermore, the policy of Education for All 2000.

The implementation of gender mainstreaming in national education upheld by the Minister of National Education Regulation No. 84 of 2008 on Guidelines for mainstreaming Gender Education. Progressive Response Ministry of Education (now the Ministry of Education and Culture) about the gender mainstreaming is also evident in the Strategic Plan of The Ministry of Education and Culture on 2015-2019 that explicitly includes gender equality, which are; Expansion of and equitable access to quality early childhood education and gender equality; Expansion of and equitable access to quality universal primary education and gender equality; Expansion of and equitable access to quality secondary education, gender equality, and relevant to the needs of society, strengthening governance, management control system and internal control system (Source :www.kemendikbud.go.id)

In Lampung Province has made Lampung Governor's decision No.02 of 2000 on Gender Mainstreaming in Regional Development amended by Regulation No. 10 of 2011 on gender mainstreaming in local development. The gender mainstreaming policy of educational sector in Pringsewu Region with new autonomous region category reference on the theory of policy implementation of Edward 3 is described as:

1. COMMUNICATION

Communication is the process of delivering information from the communicators to the communicant, policy communication means the process of delivering the policy information from policy maker to policy implementers (Widodo, 2011:97). In these context about the gender mainstreaming at educational sector in Pringsewu Region, measurement and objective of the policy have not understood well by individuals who are responsible for the achievement of the policy objectives. The result from the interview session with the informant, who should be responsible for the gender mainstreaming policy at educational sector in the Department of Education, Culture and Tourism Pringsewu Region, is apparently not familiar with the policy of gender mainstreaming policy at educational sector. If the competent officers that charged on gender issues and education issues do not understand about the basic philosophy. The size and purpose from this policy especially with the competent officers and the implementers at the lower level. The result of documentation and observation shows that there is only few document about this issues. Indeed there are some staffs who had attended the gender mainstreaming socialization at educational sector in the provincial level, but just stopped at that stage and do not spread more widely to the other staffs.

The research result also shows that in 2013/2014 have been done the socialization of gender mainstreaming in education to elementary and secondary teachers, but this is the programs and activities of the Education Office of Lampung Province, Pringsewu Region and 3 regions/ cities only happen to be the location of the event only. Why the communication about

implementation of gender mainstreaming in education. To accelerate the institutionalization of gender mainstreaming in the Department of education Region/City, the Gender Mainstreaming Working Group in education was formed. The member of the Gender Mainstreaming Working Group in education is the entire head unit under the department of education or who are related to the field of education as well as the chairman of the other institutions that are deemed relevant to gender mainstreaming program in education.

In addition to human resources that still do not have a high commitment and gender sensitivity, in terms of budget are also less supportive of implementation of gender mainstreaming policy in education. Although there are not obtained the data on how the budget amount allocated in the policies, programs and activities of Gender Mainstreaming in education, but because it has not been mentioned in the strategic plan, the Department of was also no specific budgeted about it, except for the activities that is inserted in the title of another budget. Although not specifically mentioned in the strategic plan, but there is a gender awareness activity for teacher. As a comparison, in Lampung Province level, the budgeted plan is also fairly small. The budget comes from the National Government Budget in 2009-2013 amounted to 200 million, While sourced from the Regional Government Budget in 2009-2011 amounted to 300 million; in 2012 as many as 350 million ; and in the year 2013/2014 amounted to 300 million. From these figures, it appears that the supported budgeted for gender education activities is still relatively small.

The resources have an important role in policy implementation. Edward III in Widodo (2011:98) argues that: how clearly and consistency in the provisions and rules and also how accurate the delivery of provisions or rules, if the policy implementers who are responsible for implementing the policy lacks of having the resources to implement the policy effectively, so the implementation of the policy will not be effective. The resources are related to all sources that can be used to support the successful implementation of policy.

3. DISPOSITION

The attitude of the policy implementers will be very influential in policy implementation. If the implementer has a good attitude then he will be able to run the policy well, such as what is desired by policy makers, otherwise, if his attitude does not support the implementation so it will not be carried out well. From the research result known that the response of the implementers in this case is the human resources in the Department of Education towards the Gender Mainstreaming Policy in education is still lacking, personally they responded well but because of collided of the minimal institutional support, ultimately there is no specific activity about the gender mainstreaming in education, but only inserted on the work program in other sectors. But a very good response shown by educators who attend the socialization of gender mainstreaming and they are implementing the gender responsive education policies in schools gradually, at least at teaching materials and learning session in the classroom are inserted about gender equity and gender equality issues.

Behavioral tendencies or the characteristic from the policy implementers play an important role to create an appropriate policy implementation by the purpose or goal. The important character that should be owned by the policy implementer for instance honesty and commitment. Honesty directs to remain the implementer in despair programs that have been outlined, while commitment directs to policy implementer will make them always enthusiastic in carrying out the duties, powers, functions and responsibilities in accordance with the prescribed rules, but because of the gender mainstreaming policy and program at

education in this region is not written clearly and firmly then in the end the intensity of response in this aspect is also not high.

4. BUREAUCRACY STRUCTURE

The organizational structure has a significant influence on policy implementation. Aspects of this organizational structure encompasses two things, which are the mechanism and structure of the bureaucracy itself. Institutionally, the problem of gender mainstreaming at education in Pringsewu Region is turning into working area on Secondary education sector and Non-formal Education sector. There is a section for non-formal education sector. But unfortunately, in the main tasks function (duties) of the section of non-formal education section, there is unwritten issues related to gender mainstreaming. About the mechanism, in the policy implementation level, standard operational procedure (SOP) is usually already made. SOP is a guide for every implementer to do the implementation of policies so that the policy implementation will not deviate from the policy goals and targets. The SOP of the gender mainstreaming program and activity at education in this area is not exist yet. The second aspect is the structure of the bureaucracy, the bureaucratic structure that is too long and fragmented would tend to weaken the surveillance and lead to complicated bureaucratic procedures and complex which in turn will lead inflexibility of organizational activity. The organizational structure at the Education and Culture Pringsewu Region and specifically the sector in charge on the gender mainstreaming education issued is not long and not complicated because of its human resources is also very limited so there is no problem with surveillance.

CONCLUSION

Based on all of the data, it is concluded that the overall policy implementation of gender mainstreaming at education in Pringsewu Region is not running well. The region does not have an initiation to create a separate legal basis in the form of legislation or Perbub or decision of the Head Office of gender mainstreaming in education so that education policy can be implemented correctly in accordance with the mandate of Presidential Instruction on gender mainstreaming in development and the Decision of the Ministry of National Education about gender mainstreaming education. Therefore, viewed by a critical success factor, namely the implementation of communication, resources, disposition and bureaucratic structure everything is still not maximized to achieve gender equality and gender equity in education.

RECOMMENDATION

The local government through the responsible institutions of education should immediately create a legal framework to operationalize the policy level to ensure that policies on gender

mainstreaming in education sector can be implemented properly so that gender equality and equity in education can be realized immediately.

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gender mainstreaming policy in education is still not going well? Based on the survey results revealed that indeed Pringsewu Region does not have its own policy in the form of legislation and the Decree of the Regent of gender mainstreaming in education. This area just run Lampung Governor's decision No.02 of 2000 on Gender Mainstreaming in Regional Development but has yet to make its own legislation that governing about it and even more specifically the gender mainstreaming in education has no formal legal form that is merely an appeal of the Regent and Head of the Department to run Governor's decision about gender mainstreaming in these area.

Therefore, in the communication aspect evidently the information about the gender mainstreaming in education is not spread out well. The information needs to communicated to the stakeholder so the stakeholder can understand what is the content, purpose, direction, target group of policy, so that the stakeholder can prepare things that any matters with policy implementation, so the policy implementation process will run effectively also in accordance with the purpose of the policy itself. The communication on policy implementation includes several important dimensions, which are the transformation of the information (transmission), the clarity of the information (clarity) and the consistency of the information. The dimension of transformation requires that information is not only communicated to the policy implementers but also to the target groups and stakeholders. The dimension of clarity requires that the information is clear and easy to understand, in additional to avoid misinterpretation of policy implementation, target groups nor the stakeholders in policy implementation. While the dimension of consistency requires that information that presented should consistent so it will not cause confusion for policy implementation, target groups or any stakeholders. It is not yet running well.

2. RESOURCES

In the term of human resources is still very limited number of staffs who understand and can manage the gender mainstreaming policy in education. Institutionally, the gender mainstreaming issue at educational sector in Pringsewu Region turn out into the working area of the fields of secondary education and non-formal education (Dikmen and PLS). in this sector, there is a section of Non-formal education and there is only one head of the section and 2 staffs. This is certainly lacking much less, in the other hand there is information obtained by them that they have not been participating in the socialization of gender mainstreaming of education, thus certainly less competent to carry out this policy.

Besides of human resources in The Department of Education and Culture, that there need to exist in the implementation of gender mainstreaming policy of education is the gender working group in education. But the findings from the research noted that the gender working group in educational sector has not formed yet. Though the presence of this team is very important to implement gender mainstreaming in development. The institutionalization of gender mainstreaming is set in the Ministry of Home Affairs' Regulation 67/2011 on Institutional of gender mainstreaming at province and region/city.

In the regulation of ministry of national education stated that gender mainstreaming working group in education is the apparatus of education offices and education unit that have the ability to carry out gender mainstreaming in their respective working unit. The gender mainstreaming working group in education is a consulting forum for implementing and driving the gender mainstreaming from various agencies/ institutions. Furthermore, in the Regulation of the Ministry of National Education arranged that at the level of County and City, Regent/Mayor establishes the Department of Education as a coordinator for the