

GENDER MAINSTREAMING

1. Gender Mainstreaming¹ in the Basic Education Program

1. While there are few if any laws or regulations that overtly discriminate against women in Indonesian society, there are many traditional communities that adopt a very conservative stance on the role of women. Moreover, the promotion rules and opportunities work against women achieving the highest levels of leadership in the education system. There are also regions where the economy creates pressures for boys to leave school early and to seek paid employment rather than continue on to tertiary education.

2. Although not specified as a Focal Area in the original design of the Basic Education Program (BEP), a gender focus was added during 2006 and a national advisor was appointed in 2007. While some of the initial impetus came from the Australian Government's overall policy to support gender equality wherever possible through its overseas aid programs, it was clear that this is an area which the Government of Indonesia (GOI) also prioritises. The GOI, as a matter of policy, seeks through its ongoing development of education to support gender equality in both the provision of education and in the opportunities available to girls and women to advance in all economic, cultural and social areas according to their aspirations and abilities.

3. **The Focus of the Gender Initiative under BEP.** The major focus is on supporting enhanced gender and inclusive education systems which ensure greater equity for girls and women in accessing and participating in all aspects of the education system. The gender mainstreaming policies are to be socialised nationally through Pokja Gender (MONE).

4. The BEP supports the GOI's efforts to develop the capacity at central, provincial, district and school levels to achieve gender equality and equity in education by implementing gender mainstreaming consistent with INPRES Number 9 Year 2000 and RENSTRA 2005-2009. This includes strengthening the organization and management of the Gender Mainstreaming Working Unit (POKJA Gender) to strategically plan and implement the gender mainstreaming program in education. Participation and socialization has engaged both the formal education/gender cadre and nonformal and informal education/gender cadre at district, subdistrict, village, and school levels.

5. Specifically, the Gender Equality focal area of BEP works to support the GOI (both MONE and MORA) to

- develop and increase the knowledge and skills of the MONE and MORA, at national, provincial, and districts/city, in relation to gender mainstreaming in education;
- socialise the GOI's gender mainstreaming program in education policy;
- prepare and implement a pilot model of 'gender friendly districts';
- integrate the gender mainstreaming program with the WSD and WDD initiatives of BEP and with the broader GOI foci of inclusive education and compulsory nine years of basic education;
- develop materials, media kits, teaching and learning materials, guidelines for management, etc., to enable the widespread adoption of best practices in gender equality development; and
- support other initiatives as may emerge through the rolling program strategy of BEP and through the emerging policy foci and demands of the Government.

6. During the past 18 months, the BEP has adopted a demand driven approach to gender equality to build an effective platform that will be able to support equal opportunities for girls and women in the long term.

¹ For definition, see Appendix 1

7. **Implementation of the Gender Mainstreaming Program.** To develop and increase the knowledge and skills MONE and MORA at national, provincial, and districts/city levels on gender mainstreaming in education the following progress has been made so far:

- A draft of a Minister Regulation on Gender Mainstreaming in Education has been developed by stakeholders (including all main Units of MONE, MORA, with active participation of non governmental organizations, and of MONE at the provincial level) through a BEP supported series of meetings and workshops. The draft of the Minister Regulation on Gender Mainstreaming in Education is now in the Legal Biro of MONE and is waiting to be signed by the Minister.
- A recommendation has been adopted by the GOI to mainstream the gender policy and program in all main units, and capacity building workshops have been conducted for officers in the General Secretariat, MONE.
- A first draft of a pilot model on gender friendly districts has been developed through a series of BEP supported meetings and workshops, with active participation from MORA, nongovernmental organizations and MONE at the provincial level. Three pilot districts have been selected.
- A recommendation has been prepared and adopted on the linkage of gender bias in education with poverty and other related issues such as child labor, trafficking, illiteracy, etc.
- A recommendation has been developed and adopted to mainstream the gender program comprehensively in education, i.e., in formal, non-formal and informal education.

8. Further, Pokja Gender of MONE actively participated in ensuring gender mainstreaming in WSD-WDD, from the planning phase through materials development and implementation through workshops, training of trainers, and training.

9. A recommendation has been adopted to develop and publish a series of gender books. Intensive discussions have been conducted with both national and provincial/district/city educationists, leaders and other stakeholders, about the needs for gender material kits/books of various types. The concept of gender materials production has been developed based on the needs at the national and provincial level.

10. So far drafts of three gender books in education have been developed and reviewed by MONE and are supported by BEP for immediate publication: (i) gender indicators in education, (ii) guidelines for the gender mainstreaming program in education, and (iii) a National Action Plan for the gender mainstreaming program in education. A Minister of MONE Regulation has been drafted and designed for printing and publication.

11. Continuing technical assistance has also been provided to MONE's non-formal and informal education planning officer to initiate a plan and program of socialisation activities to expand the capacity for community oriented programs that meet the needs of special and other out-of-school groups and individuals, especially girls and women.

12. **The Pokja Gender.** The gender focal area of the BEP has found its 'home' within the GOI's Gender Working Unit, Pokja Gender, where it has been able to provide significant capacity building support. The Pokja Gender is providing the leadership and the directions for development. The BEP Advisor's role is to facilitate planned initiatives and to help the GOI find new directions in support of its gender equality goals.

13. Provincial/district regulations are not gender responsive yet. The Ministerial regulation will strengthen the ability and opportunity for the Pokja Gender to influence and facilitate change at the district and provincial levels, which so far has been difficult within the complex environment of

decentralised responsibilities. With BEP support, the Pokja Gender has been expanded to include MORA representation and has developed a broader view of its responsibilities for the whole education sector.

14. The gender initiative is gathering momentum but will take a long time to become truly national. The Pokja Gender is not a well resourced unit which will require substantial financial support to properly implement its plans for gender mainstreaming. Also, to ensure a sustainable and equitable development, an important strategy is to mainstream gender perspectives in the national policy and planning processes for all sectors, not only education .

15. Further, the national Pokja Gender will require provincial and district groups with similar missions to tackle some of the inbuilt and traditional resistance in the system. While there are few regulatory barriers to women progressing to the highest levels in education and indeed in other fields, there are still traditional barriers that must be overcome. These may be motivated with outside assistance, but will require institutional mechanisms that facilitate change from within. The BEP will support such developments until the close of the program, but the opportunity exists for a much longer engagement with the GOI and with both ministries.

2. Gender Mainstreaming in the Learning Assistance Program for Islamic Schools

16. The Learning Assistance Program for Islamic Schools (LAPIS) has a dedicated component to gender equality—Equality of Learning Outcomes in Islamic Schools (ELOIS)—focusing on building the capacity of women’s study centres, attached to state Islamic education institutions. The LAPIS approach to gender is to approach it through inclusion – enabling gender to become part of a broader discussion on ensuring the equality of learning opportunities for all. LAPIS has also engaged with government at the national level on gender through the development of a gender strategy for the MORA.

17. **The Focus of the Gender Initiative under LAPIS.** The purpose of ELOIS is to strengthen equal learning opportunities and understanding of gender issues in Islamic primary and junior secondary schools in selected locations. ELOIS support comprises (i) the development of gender-based training materials, (ii) training of trainers, (iii) capacity building of Women’s Study Centres in the Islamic tertiary education system, (iv) training of madrasah principals, teachers and school committees, and (v) allocation of grants to participating madrasahs for innovative gender focused activities.

18. Key gender strategies promoted through LAPIS include:

- gender inclusive materials and modules;
- provision of equal access for males and females in every activity (participant, committee, mentor, resource person and assistant);
- promotion of women’s participation and their role in leadership and decision making at all levels;
- review of all materials produced for gender inclusiveness;
- involvement of key persons in socialization of gender.

19. **Implementation of the LAPIS ELOIS.** The ELOIS program started only in 2007. The following progress has been made so far:

- Active partnerships with six Women’s Study Centres
- Twenty-one Women’s Study Centre staff with enhanced capacity as teacher trainers
- Two hundred and four madrasah teachers, in five provinces, trained and working as agents of change in their madrasah and communities
- One hundred and two madrasahs using small and block grants to implement school and community-based gender training and activities

- A gender database of disaggregated baseline qualitative (school culture) and quantitative data for 106 madrasahs
- MORA support for and engagement in ELOIS, including participating in ELOIS gender training, as well as recommendations and requests for expanded gender support to madrasahs

20. Altogether, ELOIS is carrying out program activities in 150 madrasahs, providing a potential outreach of 2,200 teachers and 21,000 students.

21. In addition, the following changes are being noted:

- Teachers are changing their teaching practice and classroom organization to support the learning of both girls and boys
- Improved relationships between female and male teachers
- Female teachers are being given greater opportunities to be involved in school leadership and decision making, including representation on school committees
- Increased awareness of parents about gender equality, with the outcome that girls participation in extra-curricular activities has increased
- Improved opportunities for female students as class leaders and leaders of school assemblies
- Improved opportunities for female teachers to take on roles such as leaders of school assemblies and participation in school decision making.

22. Overall, major activities are on schedule. In spite of the positive achievements noted, gender equality is still a controversial issue within Islamic education, with a variety of perceptions and interpretations of gender equality. More socialization is needed. Further, MORA has yet to develop its gender strategy, but is perceived to be open-minded and supportive.

3. Analysis of Approaches

23. The BEP design document pointed to a forthcoming gender equity action plan in late 2006. This gender action plan would focus on (i) additional strategies to ensure equitable access to program benefits, (ii) capacity building measures to ensure gender mainstreaming is built into annual program planning processes and (iii) review of gender equity monitoring processes, including any additional gender disaggregated information needs. The BEP has a gender strategy but no detailed action plan. A national advisor has been appointed and the main support has been focused on gender training at the MONE (and to some extent MORA) central level and the formulation of a ministerial decree and strategies that will facilitate implementation at decentralized levels, i.e., a top-down approach.

24. In the Indonesian education context there is strong support for gender equity among senior members of the education hierarchy, especially directors general. Experience has shown that mainstreaming gender in the policy formulation process requires the commitment of politicians and others in power. Without the stated political commitment and support of leaders of key institutions, gender mainstreaming is rarely implemented. A top-down approach is therefore appropriate to lay the groundwork for gender capacity building in the education sector to ensure that gender perspectives are reflected in development policy and planning processes.

25. The LAPIS ELOIS is working bottom-up, supporting Women's Study Centres in the provinces as well as schools and communities. Further, while the BEP's major focus is on formal education, ELOIS works with private madrasahs. Both approaches have taken important initial steps towards gender mainstreaming which will provide useful learning experiences, and potential for synergies.

26. The absence of a gender mainstreaming action plan with explicit goals, performance indicators and targets makes it, however, difficult to assess performance under BEP. The gender mainstreaming outcome under BEP is stated very generally, and the performance indicators outlined in the Monitoring and Evaluation Framework are too broad and cannot realistically be achieved during a three-year program framework. The absence of clear goals and realistic targets contributes to a

situation in which monitoring, evaluation and other learning and accountability tools cannot be used to address whatever gender equality contributions the intervention may make. The ELOIS output performance indicators on the other hand are clearly monitorable and achievable.

27. Experiences have shown that a concerted effort from all sectors both the government and non-government is required. The most important element is the commitment of women activists who, with their forceful advocacy strategies, can be instrumental in achieving social transformation which will result in true equality between women and men. Where a commitment to gender mainstreaming at the local level is not so strong, groups of NGOs have emerged as effective pressure groups at the subnational level. So far, BEP and LAPIS seem to have only worked through formal government channels.

28. There are several hundred women's NGOs in Jakarta and other cities in Indonesia that work on various aspects of gender and women's issues. They have been involved in the implementation of women's conventions, including CEDAW, the International Conference on Population and Development, and the Beijing Platform for Action. Linkages with NGOs should therefore be explored as a complementary gender strategy.

4. Considerations for the Future

29. The institutional framework for gender mainstreaming at national and regional levels in Indonesia is being established, but the actual implementation of gender-sensitive policies and programs are still weak. The following activities are for consideration for future support.

30. During the preparations of sector-wide strategies and other country-generated development plans in Indonesia, it will be vital to draw up gender equality objectives for these plans and strategies, if donors are to provide aid in support of this goal. To support further development of mainstreaming capability, AusAID could build on its experiences so far, and work with the planning of new interventions on clarity of gender equality goals and objectives, realistic targets and indicators and supporting development of gender-sensitive monitoring systems which permit tracking of the extent to which partner country development plans incorporate a gender dimension.

31. Specifically, AusAID could assist in

- Promoting local development of gender action plans;
- Working with other donors to influence the SWAp;
- Introducing specific gender issues into policy dialogue;
- Facilitating analytical work to identify gender inequalities;
- Supporting gender-responsive budget initiatives; and
- Linking gender equality with other cross-cutting issues such as HIV/AIDS.

32. It will be important to recognize, however, that gender equality goals and mainstreaming strategies have resource implications both at the agency level and for interventions in the field. For the most part, gender policies of donor agencies are strong, however, agency staffing, budgets and accountability procedures for seeing that gender policies are implemented are less strong.

33. Raising gender issues in country dialogue, partnering with civil society organisations, supporting gender-responsive budget initiatives, sponsoring analytical work to identify critical gender equality issues or assess the likely gender consequences of government policies and development plans, supporting in-country development of gender action plans, and working to link donor-supported activity on HIV/AIDS with gender equality actions – all of these approaches require a significant staff presence on the donor side.

34. It will require more gender staff centrally, and more gender staff in the field. Gender goals and modalities demand capabilities of all agency staff, especially those in the field. These new capabilities include negotiating skills, ability to dialogue effectively, listening skills, organising complex work loads and knowing how to partner with governmental and civil society entities. Gender advisors need all of

these skills plus additional skills: arguing persuasively and convincing others to take actions that are not always popular; maintaining the networks and information sources to know when critical meetings are taking place; ensuring they will be invited to these meetings; influencing many processes simultaneously that involve other agency staff, other donors, civil society organisations and partner governments; and understanding analytical work well enough to be able to sponsor sound gender analysis and use the results in dialogue with country counterparts.

35. Finally, where there is a clear rationale for gender equality mainstreaming, adequate funding to support this will necessary – whether for training (of technical assistance, at intervention level, etc.), delivery of national gender equality advisory services, development of a gender-sensitive monitoring system, etc.

Definition of Gender Mainstreaming

The concept of bringing gender issues into the mainstream of society was clearly established as a global strategy for promoting gender equality in the Platform for Action adopted at the United Nations Fourth World Conference on Women, held in Beijing (China) in 1995. It highlighted the necessity to ensure that gender equality is a primary goal in all area(s) of social and economic development.

In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows:

"Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality."

Mainstreaming includes gender-specific activities and affirmative action, whenever women or men are in a particularly disadvantageous position. Gender-specific interventions can target women exclusively, men and women together, or only men, to enable them to participate in and benefit equally from development efforts. These are necessary temporary measures designed to combat the direct and indirect consequences of past discrimination.

Transformation by Mainstreaming

Mainstreaming is not about adding a "woman's component" or even a "gender equality component" into an existing activity. It goes beyond increasing women's participation; it means bringing the experience, knowledge, and interests of women and men to bear on the development agenda.

It may entail identifying the need for changes in that agenda. It may require changes in goals, strategies, and actions so that both women and men can influence, participate in, and benefit from development processes. The goal of mainstreaming gender equality is thus the transformation of unequal social and institutional structures into equal and just structures for both men and women.

Basic Principles of Mainstreaming

Responsibility for implementing the mainstreaming strategy is system-wide, and rests at the highest levels within agencies. Other principles include:

- Adequate accountability mechanisms for monitoring progress need to be established.
- The initial identification of issues and problems across all area(s) of activity should be such that gender differences and disparities can be diagnosed.
- Assumptions that issues or problems are neutral from a gender-equality perspective should never be made.
- Gender analysis should always be carried out.
- Clear political will and allocation of adequate resources for mainstreaming, including additional financial and human resources if necessary, are important for translation of the concept into practice.
- Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making.
- Mainstreaming does not replace the need for targeted, women-specific policies and programmes, and positive legislation; nor does it do away with the need for gender units or focal points.