



BAPPENAS

Review of a Decade of Gender Mainstreaming in Education in Indonesia

Summary Report



**Ministry of National Development Planning /
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Summary Report

The Government of Indonesia (represented by the Ministry of Education and Culture, the Ministry of Religious Affairs, and the Ministry of National Development Planning / BAPPENAS), the Government of Australia, through Australian Aid, the European Union (EU) and the Asian Development Bank (ADB) have established the Education Sector Analytical and Capacity Development Partnership (ACDP). ACDP is a facility to promote policy dialogue and facilitate institutional and organizational reform to underpin policy implementation and to help reduce disparities in education performance. The facility is an integral part of the Education Sector Support Program (ESSP). EU's support to the ESSP also includes a sector budget support along with a Minimum Service Standards capacity development program. Australia's support is through Australia's Education Partnership with Indonesia. This report has been prepared with grant support provided by AusAID and the EU through ACDP.



This report is a summary of the full study which is available on the ACDP website: www.acdp-indonesia.org.

The institutions responsible for implementation of the study were PT. TRANS INTRA ASIA in cooperation with the Institute of Public Administration of Canada (IPAC).

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The views expressed in this publication are the sole responsibility of the authors and do not necessarily represent the views of the Government of Indonesia, the Government of Australia, the European Union, or the Asian Development Bank.

Abbreviations

ACDP	: Education Sector Analytical and Capacity Development Partnership
ADB	: Asian Development Bank
ARG	: <i>Anggaran Responsif Gender</i> (Gender Responsive Budget)
BAPPENAS	: <i>Badan Perencanaan Pembangunan Nasional</i> (The National Board of Development Planning)
BOS	: <i>Bantuan Operasional Sekolah</i> (School Grants)
CEDAW	: Convention on the Elimination of all Forms of Discrimination Against Women
DG	: Director General
DPRD	: <i>Dewan Perwakilan Rakyat Daerah</i> (Provincial/ District/ City House of Representatives)
EFA	: Education For All
ESSP	: Education Sector Support Program
EU	: European Union
GBS	: Gender Budget Statement
GOI	: Government of Indonesia
GPI	: Gender Parity Index
GRB	: Gender Responsive Budget
IAIN	: <i>Institut Agama Islam Negeri</i> (State Islamic Religion Institution)
InPres	: <i>Instruksi Presiden</i> (Presidential Instruction)
MDGs	: Millennium Development Goals
MoEC	: Ministry of Education and Culture
MoRA	: Ministry of Religious Affairs
MoWE	: Ministry of Womens' Empowerment and Child Protection
MSD	: Monitoring School by District
MTDP	: Medium Term Development Plan
NER	: Net Enrolment Rate
NGO	: Non Government Organisation
PAKEM	: <i>Pembelajaran Aktif Kreatif Efektif dan Menyenangkan</i> (Active Learning)
PAUD	: <i>Pendidikan Anak Usia Dini</i> (Early Childhood Education)
PBB	: Performance Based Budgeting
PIRLS	: Progress in Reading Literacy Study
PISA	: Programme for International Student Assessment
PKBM	: <i>Pusat Kegiatan Belajar Masyarakat</i> (Centre for Community Education)

Pokja Gender	: <i>Kelompok kerja Gender</i> (Gender Working Group)
QEM	: Quality Education Model
Renstra	: <i>Rencana Strategis</i> (Strategic Plan)
RPJMN	: <i>Rencana Pembangunan Jangka Menengah Nasional</i> (National Medium –Term Development Plan)
RPJPN	: <i>Rencana Pembangunan Jangka Panjang Nasional</i> (National Long Term Development Plan)
Satu Atap	: ‘One-Roof’ Schools (Combined Primary and Junior Secondary)
SBM	: School-Based Management
SIP	: School Improvement Plan
SSE	: School Self Evaluation
STAIN	: <i>Sekolah Tinggi Agama Islam Negeri</i> (State Islamic Religion College)
TIMSS	: Trends in International Mathematics and Science Study
UIN	: Universitas Islam Negeri (State Islamic University)

Foreword

In the last decade, Indonesia has come a long way in improving gender equity, in promoting gender equality, and in mainstreaming gender in our legislation, policies, strategies and programs. In education, it is well known that substantial progress has been made in closing gender gaps in participation. Indonesia is on track to meet the Millennium Development Goals for universal primary education and gender parity. Gender parity has now been largely achieved at all levels of the education system, and there is parity in literacy rates for our young people (15-24 age group). We are confident that the foundations for equitable access are firmly established, and we are determined that gender equity will be maintained. At the same time we continue to strive to eliminate some remaining pockets of inequity – for example, lower girls' enrolment in some Eastern regions, and persistent drop out for boys, particularly among the poor, at senior secondary level.

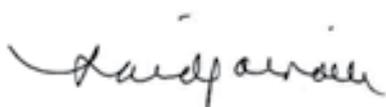
This study documents these important issues - but I believe its greatest value is in looking beyond access. Achieving gender parity in access to education is only a first step. Equal access does not guarantee equality. Achieving gender equality in education requires that there is equal opportunity for females and males, and that they are treated equally and fairly. This will in turn translate to greater equality in learning achievement and outcomes, and beyond education, equality of opportunities in the labour market and other spheres of life.

The study looks into the key dimensions of teaching and learning processes including curricula, textbooks, learning materials, the learning environment, teacher development and student achievement. The good news is that much good practice and innovation exists. For example, initiatives to eliminate gender stereotyping and bias in learning materials and the school environment, integration of gender awareness in principal and teacher training, and gender sensitization for school communities. The study provides a number of promising cases of good practice. However, opportunities are missed because such practice remains largely localized and relatively small scale, often through limited pilot projects which seldom move to scale.

Our key challenge is therefore to evaluate and disseminate good practice – and to prioritise resources and budgets to scale up initiatives that will make a difference. The study finds, that whilst there is general support for gender issues at central level, there is currently a lack of clear strategic direction for gender mainstreaming in education, and limited specialist technical capacity. We cannot assume that the gender awareness and capacity development efforts undertaken in the last ten years ago are sufficient. We are determined to move towards achieving gender equality by renewing our efforts to mainstream gender awareness in our key education policy and planning institutions - and maintaining the momentum by constantly regenerating our skills and knowledge.

My hope is that this study will help to revitalize our efforts - to move beyond gender equity towards achieving gender equality in education.

Jakarta, June 2013
Deputy Minister for Human Resources and Culture



Dra. Nina Sardjunani, MA

Summary Report

Introduction

The objective of the Review of a Decade of Gender Mainstreaming in Education in Indonesia is to contribute towards achieving medium to long term social and economic national development goals by informing the development of strategies for scaling up good practices and developing new policies, strategies and programmes to achieve gender equality.

The Review provides an overview of the relevant policy and strategic context for gender mainstreaming in education over the last decade. It includes an analysis of the structures of governance and roles and responsibilities for gender mainstreaming in education at the national, provincial and district levels. The review covers relevant programs over the last decade (including gender specific and gender-neutral) with a focus on current programs. It includes a trend analysis of participation and performance indicator achievements related to gender equality in access to education.

GOI acknowledges that access to education does not guarantee education outcomes. Increasing parity in enrolment is only the first step in achieving gender equality in education and may only treat the symptoms, not the root causes of inequality. This review therefore looks not only at access, but also beyond access to the dimensions of educational quality that impact equality. The review applies a gender lens to the teaching and learning process, curriculum content and learning materials, teacher training and development, student achievement, teacher-student relations, and the safety and security of the learning environment.

All the issues highlighted are findings of the field research undertaken in five districts in West and Central Java, Kupang and Gorontalo, as well as other studies conducted in Indonesia and elsewhere. Case studies gathered through field research have contributed to the overall learning.

Enabling Environment

Indonesia has ratified the major international conventions that uphold principles of gender equality in education. The country has committed itself to acting upon the recommendations of the 2000 Dakar Declaration regarding Education For All (EFA), the 1995 Beijing Platform for Action and the 2000 United Nations Millennium Declaration. In 1990 Indonesia ratified the UN Convention on the Rights of the Child. The United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), was ratified by Law 7/1984 and the Optional Protocol to the CEDAW was signed by the GOI in 2000.

One of the six goals of Education For All to be achieved by 2015 includes 'Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015'. It emphasises the improvement of all aspects of the quality of education and to ensure the excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy

and essential life skills. The Millennium Development Goals (MDGs) also reaffirmed that universal primary completion and gender equity in both primary and secondary education will be achieved by the year 2015. The MDGs serve as an important reference for preparing national development planning documents. The Government of Indonesia has mainstreamed the MDGs in the National Long-Term Development Plan (RPJPN 2005-2025), the National Medium-Term Development Plans (RPJMN 2004-2009 and 2010-2014), the National Annual Development Plans (RKP), as well as documents of the State Budget (APBN).

The GOI has made a strong commitment to eliminating the gender gap in every strategic sector, including education. Presidential Decree (Inpres) No. 9/2000 on 'Gender Mainstreaming in the National Development Planning and Programming' and its Technical Guidelines was passed to integrate gender equality concerns into planning, implementation, monitoring and evaluation of national development policies and programmes. In 2002, the Ministry of Women's Empowerment issued a manual on Guidelines for the Implementation of Gender Mainstreaming in National Development to support government agencies in the implementation of Inpres 9/2000. The Ministry of Education & Culture (MoEC) regulation 84/2008 provides guidance for institutionalising and implementing gender mainstreaming in education within MoEC and provincial and district education agencies.



The National Medium-Term Development plan (RPJMN) 2010-2014 identifies 11 priorities including education and three cross cutting principles as the operational foundations of overall development implementation. These are 1) sustainable development mainstreaming; 2) good governance mainstreaming; and 3) gender mainstreaming. MoEC and MoRA have developed an Education Strategic Plan 2010-2014 (referred to as 'Renstra') to deliver on the Medium Term Development Plan and guide reforms. Renstra maintains the Indonesian Government's focus on basic education and provision of nine years of quality education for all boys and girls.

As part of the government's financial management reform, in 2009 BAPPENAS enacted a ministerial decree on the establishment of a Gender-Responsive Pro-Poor Budgeting Steering Committee and Technical Team. This structure consists of Echelon 1 and 2 staff from six ministries, including MoEC's Minister of Education. In 2009 MoEC was one of seven Ministries selected to pilot the Gender Budget Statement (GBS), to carry out Performance Budgeting (PBB) from 2010. In 2009, ministry officials were trained in applying the practical tools for Gender Budget Statements that relate to the Performance budget and gender-responsive budgeting (GRB)¹.

At the local government level GRB has been introduced as a tool to build accountability for national policy commitments for gender equality. A 2008 Ministry of Home Affairs regulation mandates all provincial and district government agencies to use gender analysis in the budgeting process. Numerous initiatives have been undertaken on 'gender socialization', gender analysis training, and training on gender budgeting concepts and tools, as well as integration of gender equality concerns into policy development and programming. Some district governments, supported by donors and NGOs, have successfully carried out GRB exercises. However, the widespread use of GRB with tangible results at the sub-national level is a challenge in the education sector.

Main Recommendations

The following Ministerial regulations should be developed:

- MoEC and MoRA regulations to mandate all DGs in the respective Ministries to mainstream gender equality in education at all levels.
- Ministry of Home Affairs regulation to mandate all districts to implement gender equality in education at all levels including DPRD.
- MoRA regulation to mandate all districts to implement gender equality in education at all levels.

Institutionalising Gender Mainstreaming

Structures for gender mainstreaming are in place in both MoEC and MoRA. The last decade has seen a significant amount of gender equality 'socialisation' by MoEC and to some extent MoRA. During the course of this review, education officials at all levels were interviewed, and they displayed understanding of and interest in successfully enabling gender equality in education. According to stakeholders consulted for this review, the concept of gender equality was virtually unknown ten years ago, whereas now many more stakeholders have some level of understanding of gender equality.

MoEC's leadership supports gender equality in education. Their support has made budgets available for allocation to gender mainstreaming and enabled the implementation of an innovative pilot programme in both formal and non-formal schools. However, there is currently a lack of clear strategic direction for gender mainstreaming in formal education. In 2012 the MoEC Gender Mainstreaming Secretariat was re-positioned to the Bureau of Planning. This is a positive development for mainstreaming gender issues throughout the different levels and types of education.

MoRA's leadership is supportive of gender equality in education and a number of DGs voiced support to revitalise the Gender Mainstreaming Secretariat. However, as some DGs highlighted, the challenges that MoRA has faced in promoting gender equality over the past decade should not be underestimated. As an illustration of this, the term 'gender mainstreaming' immediately evokes a negative response from

¹ UNDP. 2009. Assessing Gender Responsive Local Capacity Development in Indonesia. UNDP Bangkok.

conservative Islamic parties. According to one MoRA DG, the way forward is to develop an 'Equality in Education' Strategy that emphasizes the link between quality and equality in education for both males and females. This strategy would address the strategic direction, or lack thereof, for achieving gender equality in Islamic education institutions, as well as in other faith-based education institutions.

Availability of MoEC and MoRA gender expertise within programme management is critical for implementing gender equality in education. Unfortunately, government staff are not widely competent in this area, especially since many of the pioneers have now retired and gender equality skills and knowledge have not been sufficiently regenerated. It is considered a strategic move to have trained male and female team members to produce effective gender-responsive capacity development activities in areas where resistance to gender equality promotion is high. Over the past decade, MoWE, MoEC and MoRA have benefited from having males and females working together to champion gender equality. Reportedly, the Ministry of Public Works provides the best-practice example of institutionalising gender mainstreaming.

Compiling a sex-disaggregated database capable of informing gender responsive planning and budgeting to address gender gaps in participation and performance indicators remains a challenge. Of the schools in the 5 districts visited during this review, none are producing sex-disaggregated data to report performance indicators for the district education office (Dinas Pendidikan). According to the districts, they have not been requested to collect sex-disaggregated data and do not have the instruments to collect such data. However, the fact remains that schools need to analyse sex-disaggregated data in order to implement effective school based management. And districts need to analyse sex-disaggregated data before conducting effective gender-responsive planning and budgeting.

Main Recommendations

1. A gender equality in education strategy and action plan to be developed by MoEC and MoRA should include the overarching goal of achieving gender equality in all education institutions (focusing not only on equality in education access, but also equality of opportunity in the learning process, learning achievements and outcomes). It should measure outcomes rather than outputs and it should inform the next Renstra. It should include:
 - Formulate gender responsive budgets (ARG) and gender budget statements (GBS).
 - Assist individual DGs within Ministries to develop and align their own specific action plans and budgets to meet strategic gender equality objectives.
 - Enable local governments to develop and align their own gender responsive budgets and plans to meet national strategic gender equality objectives.
 - Ensure that strategic plans relate not only to equality of access, but also to equality in the learning process, achievement and outcomes, including the recommendations below.
2. The Gender Mainstreaming Secretariat, under the Planning Bureaus in both MoEC and MoRA, should be staffed by trained full-time echelon 3 and 4 staff.
3. Building capacity for leaders in MoEC and MoRA to support gender equality in education is a priority.
4. Building capacity of regional and district MoEC and MoRA Gender Working Groups to provide clear strategic guidance for implementation, monitoring and evaluation that can be used by provincial and district Pokja Gender to maintain the consistency of gender-responsive school quality improvement.
5. A formal evaluation by MoEC of the gender equality in education pilot model adopted by Sleman, Klaten and other districts, which would record the process and collating training materials for use in replicating and scaling up. Institutionalisation of the pilot model by MoRA in MoRA-managed schools in selected MoEC pilot districts. Implement through newly established provincial and district MoRA *Pokja Gender* in partnership with local agencies, including UIN, IAIN, STAIN, and Women's/Gender Study Centres.
6. Women's/Gender Study Centres in universities should be supported to build capacity to undertake research and development in the dimensions of gender equality in formal education.
7. MoEC and MoRA should develop a national standard for gender equality in education institutions. The definition of a gender responsive school profile should be provided by school guidelines and used for school development plans.

Equality of Access

Indonesia has made impressive improvements in education over the last decade and is on track to meeting Millennium Development Goals 2 and 3 (universal primary education and gender parity). The country has a national net primary (years 1 to 6) enrolment rate of 94.7 percent with equal enrolment for girls and boys.² GOI recognises that it has not yet achieved its national 'Education for All' target, aiming to give all boys and girls nine years of education and reach a 67.6 percent net enrolment in junior secondary school (years 7 to 9).³

These successes result from a combination of effective policies and sustained national investments in education that have expanded the availability of schools in rural areas and lowered the direct and opportunity costs of schooling. The quality and relevance of education is an equally significant factor that affects decisions on how long children stay in school. The government has developed a number of strategies to address these issues.

By introducing gender neutral⁴ subsidy programs, such as BOS, *Beasiswa Miskin* and *Keluarga Miskin Harapan*, and by increasing the availability of schools through the construction of new schools and the expansion of existing schools (*Satu Atap*), GOI has contributed in the last decade towards attaining the goal of access to education for all. A decade of increasing subsidy programmes and gender mainstreaming in education has brought some significant achievements in terms of access at the national level. These include:

- Net enrolment rates have increased for males and females;
- There is gender parity in net enrolment and literacy rates (aged 15-24);
- Transition rates have increased for males and females, particularly from junior secondary to senior secondary;
- There has been a decline in drop out rates at all levels for males and females at junior and senior secondary level;
- The mean years of schooling has increased for females and males;
- Direct costs have reduced and schools have expanded in rural areas;
- Over 7.7 million boys and girls from poor families are obtaining scholarships and the numbers will be increased from 2012;
- Around 778,000 poor households have benefited from subsidies to enable education for their children;
- The implementation of the BOS programme from 2005 correlates with an increase in transition rates for both boys and girls;
- Further expansion of junior secondary schools to address access concerns, with 4,700 new schools under development by 2014; 3,500 primary schools being upgraded to include junior secondary; and a further 1,200 being established as new free standing junior secondary schools;
- There is a gradual decline in adolescent marriage at the national level;
- There has been a significant increase in female enrolment in higher education in the last decade; and
- The ratio of female principals has increased at the primary level in some provinces.

However, there are still provincial disparities that need to be addressed. Susenas 2010 data shows that national aggregate figures hide disparities at the provincial level, particularly at junior and senior secondary levels. In several provinces the Gender Parity Index of NER indicates that there is a higher proportion of females than males at junior and senior secondary levels. Males from low-income households across Indonesia drop out of school due to poverty and family pressure to earn an income. Several provinces indicate the proportion of female students to be much lower than that of males at junior and senior secondary levels. Legitimised by patriarchy, early marriage is also a common cause of drop out for poor girls in Indonesia, particularly in rural areas. Transition rates still need to be improved. Several provinces show very low transition rates to junior and senior secondary levels for males and especially females.

2 MTDP page I-51 (Priority 2: Education)

3 Ministry of National Education, 2010, Education Strategic Plan (Renstra) 2010-2014

4 A gender-neutral approach includes programmes and activities in which gender is not considered relevant to the development outcome, but the process and the outcome do not reinforce existing gender inequalities.

School supervisors and school principals do not understand the importance of collecting and analysing performance data that is disaggregated by gender for effective School Based Management (such as drop out, attendance, repetition, learning achievement). Obtaining and using data will enable them to plan and budget, implement strategies and monitor the elimination of gender gaps in school level participation and performance. Currently, School Improvement Plans (SIPs) and the recently introduced School Self Evaluations (SSEs) do not require sex-disaggregated data to be compiled and analyzed to identify and address gender gaps in participation and performance indicators at the school level.

Main Recommendations

1. Ensure sex-disaggregated data is systematically collected from all schools at the district level for all participation and performance indicators, ensuring that instruments for school data collection enable districts to easily record and analyse sex-disaggregated data. Incorporate in professional development training for school principals and supervisors, and School Improvement Plans (SIPs), School Self Evaluations (SSEs) and Monitoring School by District (MSD).
2. Enhance performance of low performing districts and schools as a priority. Local governments to:
 - Develop systems that identify high risk schools and at risk male and female students,
 - Support schools in attaining what they have identified as their school development goals, including gender equality, and create incentives for improvements in performance, reflected in male and female student retention and learning achievement.
 - Conduct participatory school mapping similar to the model successfully implemented by Gorontalo to achieve Minimum Service Standards in all schools.
3. Monitor the Beasiswa Miskin Programme (subsidies to poor students) to ensure subsidies reach the intended beneficiaries – both poor girls and boys - through systematic collection of sex-disaggregated data. Consider expansion of scholarships to accelerate the number of poor males and females transitioning to junior secondary and senior secondary school.
4. Conduct annual district progress reports against EFA indicators using sex-disaggregated school level education statistics. Such a report will provide a snap-shot of the 'real' situation in schools and give some critical insights to understanding the trends of development of the district school education system.
5. Conduct research in collaboration with university partners and NGOs into the situation of 1) early married adolescents and 2) single adolescent pregnant school girls - particularly in grade 12, to better understand the extent of drop outs among these groups and strategies to enable these adolescent females to complete their formal education. Consider developing policy and guidelines for schools to ensure that early married and pregnant adolescent females receive appropriate support to complete their final school examinations.
6. Further analysis is needed to better understand the reasons for:
 - a) Male repetition rates being higher than female at all levels in the majority of provinces.
 - b) Drop out, analysed by gender. Good practice strategies being adopted by districts to ensure prevention of drop out and re-entry into school should also be established.
 - c) Inter-district disparities in GPI of NERs. Provincial and district governments in provinces with particularly high or low GPIs of NER should conduct analysis to explain apparent gaps, especially at the junior secondary and senior secondary levels.
7. Provincial and district governments to address the under-representation of qualified female school principals at junior secondary and especially senior secondary school levels.
8. Universities to address the under-representation of qualified female lecturers.



Equality of Opportunity in Education

Gender mainstreaming is a globally accepted strategy for promoting gender equality in education. Rather than being a goal, it is the process of creating knowledge and awareness of and responsibility for gender equality among all professionals engaged in education.

Gender-Specific Approaches

Over the last decade, MoEC has accomplished a considerable amount of capacity building in socialising the concept of gender equality and related GOI regulations across Indonesia. In 2003, gender mainstreaming in MoEC began with the introduction of a central budget for implementing activity. Particular achievements highlighted by stakeholders during this review are:

- Guidelines, research and position papers, training modules and tools have been developed and disseminated at the national, provincial and district levels. This has been achieved by working in partnership with NGOs and University Women's/Gender Study Centres and, more recently, through the established Gender Working Groups (*Pokja Gender*) at national, provincial and district levels;
- Increased access to education for all including females, who are entering higher education more than ever before;
- Increased awareness of gender equality issues among education stakeholders;
- Reports by the majority of districts visited that more females were being appointed to School Supervisor and Principal positions than there were a decade ago. At the central level it is reported that more females are entering the Civil Service;
- Emerging best practice in a number of provinces and districts through innovative gender mainstreaming pilot programmes at the formal and non-formal education level (gender responsive schools), funded through MoEC, provincial and in some cases district block grants;

- Development and implementation of training modules for principals, teachers and student counsellors in gender-responsive education in pilot programme schools;
- Development of gender responsive curricula, teaching and learning materials in all subjects at all school levels participating in pilot programmes;
- Community and family level socialisation of gender equality developed through media campaigns and non-formal and informal education programmes; and
- Gender responsive planning and budgeting, which is being implemented in an increasing number of provinces and districts.

In the past few years the Gender Mainstreaming Secretariat in DG of PAUDNI has designed and facilitated an innovative provincial and district gender mainstreaming pilot programme funded by block grants from both national and subsequently provincial budgets. These are aimed at capacity building for gender equality in education. These pilot projects include promoting gender equality in early child centres (PAUD), formal schools at all levels (including Madrasah) as well as non-formal education (PKBM). Research for this Review found evidence of positive results of the pilot projects implemented. The impacts of these pilot projects at the school level have not yet been formally evaluated at the central level, but this Review found evidence of emerging best practice.

Gender-Responsive Teaching and Learning Approaches

Equality of opportunity in the learning process is achieved when all girls and boys receive equitable treatment and attention and have equal opportunities in the learning process. They are exposed to the same curricula, although the coursework may be taught differently to accommodate different learning styles. Equality in the learning process also means that all learners should be exposed to teaching methods and learning materials that are free of stereotypes and gender bias. They should have the freedom to learn, explore, and develop skills in all academic subject specialisations and extra-curricular activities in a safe environment.

An early years (PAUD) teacher who is trained to be gender responsive is aware that children often opt to do activities that they can do best. For example, boys may rush to build with blocks and stones while girls may prefer to cut and paste or colour. It is up to the educator to ensure both sexes join all activities and improve all skills. When a child is born, families immediately start conditioning girls and boys to take on the different roles and behaviours that reflect local norms and values. Teachers who have had gender equality training know how to routinely do gender analysis. This equips them to see gender bias in the community and to actively keep it out of the classroom.

The ways that girls and boys experience teaching and learning in the classroom can be quite different, influencing their class participation, educational achievement and learning outcomes. Social and cultural values and stereotypes about gender can be inadvertently reinforced in the classroom and at school through teacher-pupil and pupil-pupil interaction. Teaching approaches and methods used to teach, engage and assess students, may also favour boys, particularly in Indonesia where girls are often discouraged from speaking in public, expressing their opinions or questioning male authority.

Education can reinforce gender inequality by assigning low status tasks to females such as sweeping floors and cleaning classrooms, while assigning high status tasks to males such as time-keeping. Another way of reinforcing inequality is by displaying only posters of male role models on classroom walls. Also, males are more likely to be selected as classroom leaders, indicating that teachers are inadvertently reinforcing gender bias. Females are not always encouraged or even permitted to participate in some extra-curricular sporting activities that are perceived as 'male' sports such as soccer and basketball, while boys are not always encouraged to participate in extra-curricular activities that are deemed 'female' activities such as cooking or tailoring. While not all schools may reinforce gender inequality, these inequalities were observed in many schools during field research for this Review.

In Indonesia training teachers to treat females and males equally through sharing all tasks and participating in all school activities is often overlooked. Expectations of teachers to become effective change agents for gender equality – inside reformers – will not be met unless teachers are supported and empowered to do this through the coordinated efforts of pre- service training institutions, providers of in-service

and ongoing professional development. School supervisors and school principals need to be trained in promoting a child friendly and gender responsive school learning environment while also encouraging the development and adherence of codes of conduct.

Codes of conduct that explicitly ban discriminatory behaviour by staff and students are necessary instruments for schools to promote safe and conducive environments for learning. Promoting gender equality in schools and socialization of the negative impacts of anti-social behaviour including bullying and sexual harassment are important aspects of the curriculum and learning process. Bullying and intimidation among students is reported to be a significant issue in some secondary schools, particularly among male students. Codes of conduct that are actively implemented with strategies in place to prevent and address these issues and keep children in school are needed (truancy was reported by teachers to be an issue with male students⁵).

Gender Equality in Curriculum

Education plays a vital role in promoting a more gender progressive society in which males and females are able to be equal partners in both the public and private spheres. In Indonesia, recent research on curriculum and textbooks from PAUD to senior secondary levels, in both mainstream and Islamic schools, indicates that, too often, females are depicted only in domestic, caregiving and supportive roles. In contrast, men are portrayed as leaders in society, powerful, assertive and intelligent. The gender roles portrayed in textbooks are consistent with traditional social norms, which accept male superiority and authority. Teaching and learning materials result from and further reinforce gender stereotypes. This review also found that gender biased textbooks were being used in schools at every level. However, both MoRA and MoEC have reviewed textbooks and learning materials and are aware of their need of revision in the next phase of curriculum development.

A recent gender analysis of textbooks produced by 15 publishers took place in 2011 in which textbooks were selected for Bahasa Indonesia and English Language, Islamic Religion, Biology, Social Sciences, and Sport and Healthy Living (*Pendidikan Kesegaran Jasmani, Olah Raga dan Kesehatan*). The educational levels evaluated were Years 1, 6, 9 and 12. Illustrations of domestic duties performed only by women were found to be dominant in all textbooks, with the highest stereotyping evident in Grade 6, followed by Grade 1. Male domination in the public sphere was found in all grades, with the highest number of portrayals found in Grade 6 texts. "Depictions of social leadership and technology are dominated by men. Although there are many female social leaders, women activists, politicians, previous president, ministers and bureaucrats as well as scientists who have received international awards and female astronauts in Indonesia, these were under-represented in the school textbooks"⁶. The survey found that stories and pictures used in English Language textbooks were more progressive than texts in other subjects in terms of delivering gender equality messages.

This Review observed a lack of access to 'high-interest' reading books in school libraries that appeal to the different interests of boys and girls in a number of schools visited. The situation is exacerbated in poorly resourced schools where library resources are scarce or non-existent. School principals, librarians and teachers are also not trained sufficiently how to develop innovative strategies to encourage both boys and girls to read more often to improve literacy skills. Making libraries more attractive places for male and female students to visit is often overlooked, for example, creating book corners with comfortable places to sit and read; colourful murals, maps or student artwork on the walls and posters with fascinating facts about sports heroes and inventors (male and female).

Using data from the National Socio-economic Survey in 2009, Suharti (2012) finds that boys read less compared to girls. Among junior secondary school students covered in the survey, only 17 percent of boys read story books, compared to 22 percent of girls. The percentage of female students who read newspapers is also double than that of male students. This, to some extent, causes the different performance of boys and girls in Bahasa Indonesia.

5 During this Review one school reported that boys sign on the attendance register and then leave school 'to play'. Another school reported that less males attend maths classes than girls because they 'do not like maths'.

6 Iwu. D. Utomo & P. McDonald. 2011. Policy Brief No.1. Gender Depiction in Indonesian Primary and Secondary School Textbooks: The Way Forward. Gender and Reproductive Health Survey. Australia National University/ADSRI-ANU. Research part-funded by Bappenas.

Gender Equality in Teacher Training and Development

Given that MoEC's gender mainstreaming activity has largely been focused on non-formal education over the last decade, there has been less focus on training formal school management and teachers to be gender-responsive. However, in recent years a number of school principals and teachers in a number of provinces have had direct access to training workshops or seminars on gender equality sensitization supported by various MoEC pilot and training programmes, as well as through donor supported projects. Field research in Sleman district highlighted that a number of trained principals and teachers reported disseminating what they learned to their peers within their own schools and through teacher forums. In Sleman and Kupang districts, gender equality pilot projects aimed at selected school principals and teachers have reported a positive impact at the school level. However, although these pilot projects are essential to establishing best practice models, the spread effect takes time and additional strategies are needed in order to reach more teachers, lecturers and education management personnel. A missing ingredient appears to be a formal in-service teacher training programme for gender responsive active learning (PAKEM) pedagogy.

A few universities have conducted gender mainstreaming in their pre-service teacher training courses. For example, the Rector of a university in Kota Kupang has actively mainstreamed gender equality in her university. The Rector highlighted that lecturers in universities need capacity building in order to implement innovative teaching methodologies including modern teaching methods (PAKEM) that are applied gender responsively and will encourage adequate practice by students. Universities and teacher training colleges are a future key pre-service entry point for gender responsive teacher quality improvement.

All school principal candidate and in-service principal training needs to provide training in integrating gender equality into education. Principals need training in developing strategies to enhance performance by subject for boys and girls. Principals need to deploy school committees to help teach parents about the importance of regular attendance (during field research, schools reported non-attendance to be a particular issue with boys). Principals should check the frequency in which homework is given, checked and commented upon



by teachers, as well as the frequency with which homework is completed by girls and boys. Schools reported that girls were more diligent about completing homework than boys, which is a particularly relevant fact to account for when considering the varying performance of boys and girls in different subjects.

Gender Equality in Learning Achievement

Male and female students' and teachers' perceptions during informal interviews in junior and senior secondary schools for this review unanimously reflected the idea that boys were better at science and girls were better at Bahasa Indonesia and English. These perceptions mirror results from performance assessment international tests carried out in Indonesia in these subjects. Future research needs to examine whether perceptions of girls' weaknesses in science hinders girls in upper grades from excelling in science, and, likewise, whether perceptions hinder boys from excelling in Bahasa Indonesia and English. Teachers need to be trained in understanding how their perceptions or expectations of male and female students may influence how they assess students' progress, mark tests and provide feedback. Relatedly, curriculum textbooks that reinforce the perception that boys are better at science than girls need to be revised.

There are gender gaps in learning achievement in core subjects in Indonesia. The results from all four PISA assessments carried out over the last decade with 15 year old students show that males' achievement lags behind that of females in literacy skills (relevant to Bahasa Indonesia and English subjects) - a trend that is occurring globally in literacy. The QEM Madrasah Survey⁷ assessment results also show that while female students had significantly higher achievements than male students in Bahasa Indonesian and English, male students outperformed female students in science. There was no significant gender difference in achievements in mathematics. While conducting research for this review, school principals and teachers in almost all of the junior secondary and senior secondary schools visited reported that while girls outperformed boys in Bahasa Indonesia and English, boys outperformed girls in science. Stakeholders reported that neither principals nor teachers knew how to develop strategies to encourage males and females who underperformed in different subjects, to close gender gaps in learning achievement.

In choosing subject specialisms at senior secondary level and beyond, careers counselors do not encourage females to choose subjects and follow career paths if those subjects and paths are traditionally perceived as occupying the male domain. Because of the perceptions of counselors and gender stereotypes about females' and males' aptitude for mathematics and science at the primary and secondary school level, fewer females enrol in science and technology related courses in secondary vocational and higher education as compared to males. While gender stereotypes encourage females to pursue careers in administration, child development, education and public health, males tend to dominate in the sciences, engineering, technology and law. This is illustrated by the gender ratio of students enrolled by subject at vocational secondary schools and universities in Indonesia.

Equality of external results is achieved when the status of men and women; their access to goods and resources; and their ability to contribute to, participate in, and benefit from economic, social, cultural, and political activities are equal. This implies that career opportunities and the earnings of men and women with similar qualifications and experience are equal. Although this dimension of equality falls outside the education system, the achievement of equality in education acts as a catalyst and contributes to the realisation of equality for males and females in other spheres of life, including the labour market and the domestic sphere.

Main Recommendations

1. Ensure future plans for review of the curricula contain no gender bias or gender stereotyping. New textbooks should be screened before publication to ensure that textbooks are free of gender bias and gender stereotyping.
2. Institute a comprehensive pre-service teacher training programme (that integrates gender equality in all universities and teacher and education personnel training institutions) and comprehensive in-service school supervisor, principal and teacher training programmes, focused on skills for improved gender responsive approach to school-based management, curriculum development and teaching and learning processes using modern teaching methods.

7 MORA. February 2011. Quality of Education in Madrasah Study. Final Report.

3. Increase the allocation for equipment and supplies for libraries (including high interest reading material) as well as laboratories (science and computer) towards achieving equality in the learning process for all boys and girls in all subjects.
4. Ensure all University Rectors mainstream gender equality throughout their institutions, including training in gender equality, and reviewing and updating all courses offered. Ensure all universities produce sex-disaggregated data for students and lecturers disaggregated by subject (enrolment and graduation).
5. Future research and development studies to address:
 - Whether perceptions of girls' weaknesses in science hinder girls in upper grades and likewise for boys in Bahasa Indonesia and English, including assessing PISA survey data on attitudes to learning science by gender and socioeconomic group, informing future curriculum reform.
 - The differences in reading habits, interests, frequency and attitudes to reading by boys and girls and by socioeconomic group to inform literacy curriculum reform, including analysing PISA survey data on attitudes to reading by male and female students and the national TIMMS and PIRL databases.
 - MoEC and MoRA to provide more grants for participatory action research and tracer studies relating to all participation and performance indicators to inform strategies for the continuation of male and females students in education and employment career development.
6. Encourage local governments to explore innovative partnerships with schools and NGOs and train school supervisors and principals to develop strategies to reduce: a) anti-social behaviour (including raising awareness of impacts of bullying and sexual harassment) in close collaboration with the National Commission for Child Protection; and b) promote gender awareness and comprehensive reproductive health socialisation in secondary schools in close collaboration with Ministry of Health.
7. Equality of External Results: Review labour market policies and practices, particularly staff development processes and strategies, with regard to salaries, status, benefits, promotion and retirement age from a gender perspective.

Conclusion

In recent years Indonesia has paid more attention to retention, achievement and the quality and relevance of education for all. However, establishing gender equality requires that girls and boys have equal experiences in school and that teaching and learning processes are gender responsive. In the coming decade, achieving equality of opportunity for boys and girls in the learning process and learning achievement and outcomes is a key challenge for the Government of Indonesia.

While this Review has highlighted numerous challenges, it has also highlighted just a few of the many achievements and emerging good practice from which to build further. There was a positive response from all the participants in 16 Focus Group Discussions held (270 stakeholders) in five provinces. The message was clear; if there is future direction from MoEC and MoRA, with resources made available to mainstream gender equality in education, agencies are ready to implement. Selected schools in several provinces and districts have already begun the process with piloting programmes. Other districts have reported positive experiences with gender mainstreaming in education institutions at all levels. These pioneering programmes should continue to be strengthened and evaluated to showcase best practice. Knowledge of the learning process and tools developed should be shared widely.

By increasing commitment and capacity, the next ten years should observe a great deal more progress toward the goal of equality for all in and through education.

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