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Gender Culture Study On Elementary Education Policies In Efforts To Minimize Gender Gap In East Java Province

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Abstract

The research objective was to explore gender-based education policies were applied to elementary education in East Java Province. This research uses a qualitative approach. While the research method was a survey method. Data collection was carried out by making observations, interviews (including key informants), and documentation. The data required were primary and secondary data. Qualitative data to determine education policies from a gender perspective. Data analysis uses descriptive analysis using the Policy Outlook and Plan of Action (POP) approach model. The research conclusion was education policies in elementary education have a gender perspective. Unfortunately, the implementation of gender policies in elementary education was not evenly distributed among education policymakers in districts/cities in East Java Province due to the lack of gender understanding so there was often a gender gap in policymaking. The recommendation was gender policy implementation is promoted through to the provincial and district/city policymakers. Then, there is an understanding of the

importance of gender, especially in elementary education.

Keywords: gender culture, elementary education policies.

Introduction

Background

Discourse on gender equality at this time often surfaced with the emergence of demands for equal treatment regarding public affairs. This is a consequence of the level of needs and demands of society for balance and development in all fields. Women are starting to have the courage to voice their rights and interests as citizens by getting equal treatment and position in this time (Donno & Kreft, 2019). Therefore, taboos that once developed to become a patriarchal culture are gradually being reduced. It is not true that the role of women must be limited within their narrow space of movement.

Some differences cannot be tolerated, namely, differences due to the effect of gender discrimination, namely differences in opportunity or treatment between men and women in the education system, and these differences cause a gap between men and women (Olukayode & Ayoola, 2015; Engelbrecht & Nel, 2015; Norberg et al., 2011; Wieringa, 2015; Brown, 2014; Senadza, 2012; Ferree & Zippel, 2015; Barone, 2011). The effect of gender discrimination is caused by patriarchal cultural values that tend to be adhered to by society and are still legitimate in policies, programs, rules, mechanisms, and standard procedures. (Rebell et al., 2020; Sabates et al., 2011; Walton & Swan, 2014; Duze, 2012; Handayani and Widodo, 2017).

Even though there are differences in the biological aspect between men and women, gender inequality is still a form of social discrimination (Khamzina et al., 2020). Gender inequality occurs because of unequal treatment that appears based on gender. In particular, the occurrence of gender discrimination in the field of education is very dangerous

for the sustainability of human life, because it can cause loss of economic, social, and political opportunities, including health (Khan et al., 2017).

In one study (Saeful, 2019), the gap between men still seems large. In education in Indonesia, gender inequality still often occurs because of the conservative view that views women as the second class below men. With this understanding, women's progress in education is limited (Wahyuni, 2017). Looking at the lens of Indonesian Education, there is realized that the fundamental problems that need to be corrected are problems related to equity and expansion of learning opportunities, quality and relevance improvement, education management, and gender disparities at various levels of education (Marthias, 2021).

Policies at the national level are not biased for gender but there are still many gaps when implementation. Besides, women's participation in education decision-making processes is still low, so policies are often less gender-responsive. Many laws and government regulations have been issued to support gender mainstreaming. The rules include the 1945 amendments to Article 31, Law No. 7 of 1984 on the Ratification of the Convention on the Elimination of All Forms of Discrimination Against Women, Law No.20 of 2003 on National Education System emphasizing that education is a citizen's right that can be pursued through school and outside schools, Law No.25 of 2000 on the National Development Program emphasizes that the goal of the Program for Improving the Quality of Life of Women is to improve the quality and role of women in various fields. The President also issued Presidential Decree No. 101 of 2001: realizing gender justice and equality through the national policy of empowering women, Presidential Instruction No.9 of 2000 on Gender Mainstreaming in National Development. Meanwhile, the Minister of Home Affairs issued rule No.132/2003 concerning General Guidelines for the Implementation of Gender Mainstreaming in Regional Development. Government Regulation Number 84 of 2000 concerning Guidelines for the Organization of Regional Apparatus,

Provincial, and District/City Governments have formed organizational units that handle women empowerment activities. The Government of East Java Province itself followed up on this by issuing the 2005 Regional Strategic Plan of East Java Province regarding priority development programs of equal opportunities for education and improving the quality of educational products and the Decree of the Governor of East Java dated 18 July 2002 No.188/191/KPTS/013/2002 regarding the Coordinating Team for Women's Empowerment in East Java Province.

The issue of gender in elementary education was finished by material analysis policies to determine whether there is a real condition of the gender gap in elementary education in East Java province. There was done to enable recommendations for formulating new policies that can improve gender justice in elementary education.

Formulation of the problem

How gender-based education policies were applied to elementary education in East Java Province?

Research purposes

The research objective was to explore gender-based education policies that were applied to elementary education in East Java Province.

Research Methods

Qualitative approach was used in this research. While the research method was a survey method. Data collection was done by making observations, interviews (including key informants), and documentation. The data required were primary and secondary data. Primary data was carried out using a questionnaire instrument and interview guidelines had been prepared for competent parties in providing explanations of various elementary education policies with gender-cultural insight in the East Java Provincial Education Office. Meanwhile, secondary data was obtained by collecting documentation on gender-based education policies from related agencies

following the problems and objectives of this study. Qualitative data were used to determine education policies from a gender perspective.

The data was processed in several stages: (1) open coding; (2) axial coding; and (3) selective coding. The open coding stage was a comprehensive and comprehensive assessment stage. This stage aims to familiarize the researcher with the environment of the subject. Also, the researcher has deeper information to broaden the understanding of the phenomenon of gender-based education policy. The axial coding stage was the stage of developing concepts and categories in education policy research with a gender perspective had been produced by open coding. The selective coding stage was more comprehensive because it emphasizes the relationship between categories as a whole. The selective coding stage ends after conceptual descriptions of gender-based education policies undergo a process of verification and modification.

Based on the stages above, the researcher can use relevant theories for understanding the problem. The analysis was descriptive by carefully explaining elementary education policies. This information was about the substance of education and the policy materials with a gender perspective in the Education and Culture Office of East Java Province.

Data analysis uses descriptive analysis using the Policy Outlook and Plan of Action (POP) approach model. This analysis was a planning analysis tool. There was a kind of logical framework to express findings regarding gender-based development policy issues (Handayani and Sugiarti, 2012). The aspects of POP were:

1. There are educational objectives with a gender perspective in East Java Province. They can translate the objectives of each gender-blind education sector into gender-based goals.
2. There is an Educational action program with a gender perspective in East Java Province. The objectives were elaborated for gender respective.
3. There are education development programs with a gender perspective in East Java Province and

compiled by incorporating aspects of gender insight into every action program in each education sector so that it will become an action program with a gender perspective.

Results and Discussion

The policies of elementary education can be observed in the Strategic Plan for the East Java Provincial years 2005 as well as the Strategic Plan for the Department of Education and Culture of East Java Province 2005. Overall, the development policies of education in East Java Province support the targets of national education development, namely equal distribution of education for all, increasing quality, relevance, and the efficiency and effectiveness of education. Discussing education and gender equality programs in the following description.

One of the missions of the Regional Strategic Plan of East Java Province for 2005 was to increase the role of youth and women. Then, ensure gender equality in aspects of national and state life (Regional Law, 2015:4). Equal opportunities for education and improving the quality of educational products have to be implemented (Regional Law, 2015:30). Furthermore, the strategic development goals to achieve the goal of achieving equal opportunities for education and improving the quality of educational products were:

1. Increased expansion of learning opportunities at all levels of education
2. Increasing the quality of education delivery in all channels and types of education.
3. Increase the number of vocational high schools in a balanced manner
4. Increasing the arrangement of higher education institutions according to their needs and abilities
5. Increasing the preservation of regional culture through museums and cultural reserves.

Apart from that, the goals explicitly stated in a gender equality program focus more on:

1. Improve the quality of women so that they become independent human beings

2. Increasing efforts to empower women so that gender equality and justice in family and community life, and have a state
3. Protected girls' rights to grow and develop healthily (Regional Strategic Planning, 2015:35)

One of the missions of the 2015-2019 East Java Provincial Education and Culture Office Strategic Plan was to realize equitable education by increasing the net enrollment rate, increasing the transition rate, and reducing the dropout rate, through school and outside school channels. There was also a desire to (1) improve the presentation of educational and cultural data and information. Then, there was socialization and dissemination of educational and cultural results to obtain an overview of the operational implications. Meanwhile, the policies for implementing primary and secondary education programs include: encouraging efforts to expand opportunities to obtain an education at all levels of education, among others, by building adequate infrastructure and facilities and selectively paying attention to regional potentials and needs to encourage completion of the 9 Year Elementary Education, suppressing dropout rates. schools through the provision of scholarships and subsidies for the minimum cost of education by seeking to receive scholarships for women in a more proportionate manner to improve gender equality and justice in getting educational opportunities; (2) assisting and increasing access and expanding learning opportunities for all children aged 7-15 years by prioritizing children aged 12-15 years in poor, remote and isolated communities; (3) encourage the improvement of the quality and relevance of education through curriculum development based on basic competencies. (Education Province Office, 2014: 36-39)

For the Regional Law of East Java Province and the Strategic Planning of the Education Province Office, the written documentation has taken into account various problems faced by men and women in the development of the education sector. However, sometimes it happens at the implementation level that

there were still many obstacles due to imperfections in translating operationally in the field. Therefore, this gender-responsive policy issue needs to be followed up in the implementation of the program in the city and district area. The fact exists that in the development of the education sector, there was a gender gap. In de jure device documentation own perspective on gender but were de facto many obstacles when it was in implementing it.

The results above were supported by (Fennell & Arnot, 2007) Gender inequalities in schooling have been a concern since the 1970s, but shifting global relations have meant that the terms of value that address these injustices have changed. The initial focus is on providing a set amount of schooling. There was through states addressing basic needs. The most minimally has shifted of needs, rights, and capabilities. There are obligations by governments, civil society, and organizations. While many continue to see the achievement of gender equality simply in securing equal numbers of girls and boys the same amount of schooling, much wider notions of gender equality in education as a substantive idea of deep obligations between people are emerging. These ethical ideas are to be realized through policy. There is compromised by the inequalities of economic and political power and the appalling consequences of wars.

Similar to Cheng (2009) that stated although the existing literature has offered useful insights into the origins and current trends of inequality in elementary education in China, there remain large gaps in knowledge that need to be addressed in future research. Mirka et al., 2014 research showed that although Finland is one of the few countries in which, on average, girls perform slightly better than boys in mathematics, professional careers related to this subject, are still dominated by men. Orodho (2014) supports that nonetheless, these countries have experienced unique multifarious and intertwined challenges of providing education (Kenya and Tanzania), resulting in marked and severe regional and gender disparities in access, and quality of

education. The overall quality of education in the two countries has also been questionable.

In connection with the results above, it was necessary to have synergistic cooperation between policymakers and the delivery of education to accelerate the handling of the gender gap in the education sector in East Java. Therefore, the gender gap in education will be handled gradually, with seriousness. However, the unavoidable reality was that education administrators and implementation have not comprehensively understood the concepts related to gender in education. As a result, the application in the field was still experiencing difficulties. The education providers themselves sometimes still look oddly at gender issues themselves, so there were still pros and cons. There was necessary to find a solution so that education providers were sensitive to gender issues. It seems that there was a need for short-term programs, for example, capacity building, workshops, and other activities that we were able to provide awareness to understand gender issues themselves. If these activities were not carried out, the ability to identify gender issues was not optimal.

Research from Jalovaara et al. (2019) can be considered as an example of the East Java Province Government. In Denmark, Norway, and Sweden, childlessness is now highest among the least educated women. We witness both a new gender similarity and persistent (among men) and new (among women) educational disparities in childbearing outcomes in the Nordic region. Overall, the number of low educated has decreased remarkably over time. These population segments face increasing social and economic disadvantages that were reflected as well in their patterns of family formation.

Following the Ministry of National Education Strategic Plan Year 2005, this program aims to strengthen gender mainstreaming systems and mechanisms, and networks. There was the availability of gender data, increasing the role and participation of the community in empowering women. The policies that have been determined and need the attention of education

stakeholders in the context of implementing gender justice and equality in education at macro and micro levels were as follows:

1. Realizing the ratio of men and women in obtaining education to be balanced through (a) increasing women's participation in the education sector; (b) Proportionally providing equal opportunities for men and women in the field of education.
2. Equalizing the vision and mission in the preparation of educational projects/programs/activities that were fair and gender-equal.
3. Realizing more equitable educational opportunities at all channels, types, and levels by taking into account gender justice and equality.
4. Realizing alternative education for regions that have a religious basis by combining education in the cottage system with general education.
5. Encouraging the improvement of the quality and efficiency of education through women's potential. There are both in positions as decision-makers, curriculum developers, education managers (formal and non-formal), educational staff, and students.
6. Minimizing gender inequality in majors, and non-school education programs, and realizing gender equality in the field of expertise/skills and professionalism with a gender perspective.
7. Realizing "gender-friendly" learning programs and systems.

The strategies undertaken to achieve the Gender Mainstreaming program in education were as follows:

1. Gender Mainstreaming roundtable discussion for education policymakers at the provincial level, both structural and functional officials at all streams, types, and levels of education within the Education Office.
2. Making plans for programs, activities, and action plans for education development that were gender-responsive by referring to the Regional Medium-

Term Development Plan or Regional Strategic Planning.

3. Strengthening cooperation networks or partnership patterns with agencies within the Provincial and Districts/Cities Education Offices, cross-sectorial agencies such as the Province Development Office, Community Development Office, Ministry of Religion, Health Office, Social Office, Ministry of Law and Human Rights, Empowerment of Women Secretariat, NGOs, Regional People's Representative Assembly, Universities (Center for Women's Studies/Center for Gender Studies) and donor countries such as Indonesia Australia Partnership in Basic Education (IAPBE), Plan International, Research Triangle Institute (RTI)-USAID, and UNICEF/UNESCO.
4. Integrating Gender Mainstreaming material into all possible programs/activities/projects, especially on the path, level, and type of education including Sections: Kindergarten/Elementary School, Education Office, Vocational Office, Non-Formal Education, Special Education, Program Development, Education Personnel, and Administration.
5. Integrating Gender Mainstreaming substance into coordination meetings, workshops, seminars, and training within the Education Office, especially the sub-departments, in the field of schooling, especially for teachers and tutors, so that they can implement it in learning. Following the integration of the Gender Mainstreaming substance, an informal/personal approach has been made to the head of the Education Office.
6. Institutionalization of Capacity Building in women's organizations (Islam, Christianity, Catholicism, Hinduism, and Buddhism) in East Java to implement the substance of Gender Mainstreaming in particular and for the concept of gender-based family education. The quality of women's organizations in dealing with inequality

issues in the education sector, especially in Islamic boarding schools, so that candidates for preacher commit to implementing Gender Mainstreaming. The reformation of the leadership of the Islamic School was important. There is not based on male lineage but democratic selection by giving equal access for both men and women. There was to be elected according to minimum requirements without neglecting professionalism. Affirmative action for women was equipped with a variety of knowledge about leadership and managing organization as well as strategic and development of ICT-based Islamic boarding schools programs and the implementation of gender-based curriculum, learning, and evaluation.

7. Block grant of Rp.5.000.000 for 90 women's institutions/organizations can be used to access students to strengthen Gender Mainstreaming programs in education. That block grant can be given to primary education, eradicating functional literacy, implementing advocacy for programming, and strategic planning for females. The programs are directed at the strategic value of education. For that women's organizations can manage kindergarten programs, Life Skills/courses, and non-formal education that have superior/competitive values.
8. Block grant of 5 (five) million for a pilot project for primary school gender-responsive in the Region which has got block grant capacity building from the government.
9. Block grant of 5 (five) million rupiahs for tertiary institutions to implement Training of Trainer for prospective teachers/lecturers (in-service training) so that they can implement Gender Mainstreaming substances.
10. At the elementary school level, the rate of repeat and dropout for males was greater. This was due to the unpreparedness of boys to attend primary

school education, so a strategy can be used in the provision of remedial teaching.

11. At the secondary education level, female students were still left than men. The strategies taken include providing scholarships, life skills education, and alternative education (Open High School). Especially for vocational schools, which were predominantly male students. The other strategy is to provide easy access for female students, scholarships, and provision of quality and strategic value expertise programs (hard science). Next, guaranteeing industrial work practices that were free from gender discrimination.
12. At the tertiary level, the concentration of hard science studies was dominated by male students, the strategy taken is to provide facilities or facilitation for female students to be proportionally accepted into hard science study programs other than through scholarships.
13. For the strategic plan, the gender policies contained in the education office development plans, especially elementary education, were still gender-neutral. Also, based on the statement of the Head of the Education Office, it was stated that education policies have been structured in such a way as to accommodate gender equality and justice by using the basis of global commitments related to (a) convention on children's rights; (b) Education for All (EFA) Framework for Action; (c) **Convention on the Elimination of Discrimination Against Women (CEDAW)** and (d) Millennium Development Goals (MDG). From this, it appears that there was a commitment at the level of policymakers related to gender equality and justice in education.

Ajala & Alonge, (2013) supported these results with stated that it had been observed that gender bias exists in girl-child education in Nigeria. The danger of this trend cannot equate to the merits of educating prospective housewives, mothers, and career women. By

extension, their contributions to national development cannot be quantified. We hereby join the crusade to dismantle all forms of institutional and man-made impediments.

Conclusion, Suggestion, and Recommendation

Conclusion

Education policies in elementary education were related to the Regional Strategic Plan of the East Java Provincial Government and the 2005 Strategic Plan of the Education and Culture Office of the Province of East Java explicitly have a gender perspective. However, the implementation of gender policies in elementary education was not evenly distributed among education policymakers in districts/cities in East Java Province due to the lack of understanding of the gender concept so there was often a gender gap in policymaking.

Suggestion

There was a need for a more intensive and equitable implementation of gender policies in elementary education among education policymakers in districts/cities in East Java Province so that there was an increase in understanding of the gender concept to minimize gender disparities.

Recommendation

Gender policies implementation is promoted through policymakers at the provincial and district/city levels. Finally, there is an understanding of the importance of gender, especially in elementary education so that there is no gender gap. This can be done by intensifying the socialization of gender mainstreaming to policymakers (legislative and executive) related to education at the provincial and district/city levels.

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