The Process of Making Gender Equality and Mainstreaming Policy at the State Islamic University of Sunan Ampel Surabaya: the Importance of Learning and Sharing in Achieving Institutional Change

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Abstract: The Indonesian government has enacted many policies and regulations to promote gender mainstreaming, address women's needs and to increase their participation in many areas of development. As a state institution, the State Islamic University of Sunan Ampel Surabaya is obliged to implement these policies. Getting support from the Canadian Government through the Local Leadership Development/Support for Islamic Leadership (LLD/SILE) Project, this University is able to establish a policy on Gender Equality (GE) and Mainstreaming. There are many processes involved in making the policy: a) setting up of a GE Policy team, b) conducting gender assessment/research to identify gender gaps within the University in the areas of: i) human resources, ii) staff participation in gender training, iii) researches with gender themes undertaken by University lecturers, iv) gender integration in academic programs and centers, v) GE-related materials in the University; vi) PSGA; vii) policies and services supportive of gender equality; viii) accountabilities; and, ix) linkages with government and CSOs using interviews and focus group discussions, c) consultations with university management, lecturers, staff and students, d) guidance from a legal expert in drafting the Policy, d) undertaking several iterations of the Policy, and e) approval by management. Interconnected factors such as the strong resolve of the University's leaders and stakeholders to open their minds with regards to the need for gender equality in this University, the technical guidance and support of the Gender Advisors of the LLD/SILE Project, the various strategies undertaken by the Gender Equality Policy team, understanding of cultural differences between Canadians and Indonesians, and optimism and mutual support of the team contributed to the success to this endeavor.

Keywords: policy on gender, gender equality, cultural differences, mutual support, and Institutional change

Introduction

Efforts to improve women's conditions in Indonesian society have been undertaking by government and non-government organizations or institutions through policies and actions. One of them is gender mainstreaming in all areas of development. In these efforts, contributions of many activists such as academics, environmentalists, social workers, health service providers, and so forth should be put into account, whether they categorize themselves as feminists or not. As one of the government institutions, The State Islamic University Sunan Ampel Surabaya (UINSA) through its Pusat Studi Gender dan Anak-PSGA (women and Children Study Centre) is also engage actively in promoting gender mainstreaming to both its internal and external communities.

Being part of the world community, strategies taken by Indonesian activists to mainstream gender are also influenced by those of their overseas counterparts. For example, strategies that are implemented by United Nations (UN) play a big role to Indonesia. As its member, it is an obligation for Indonesia to adopt international agreement acted by UN. Indonesia, for example, has ratified *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW) into *Undang-Undang Republik Indonesia Nomor 7 Tahun 1984 tentang Pengesahan Konvensi mengenai Penghapusan Segala Bentuk Kekerasan Terhadap Wanita* (Law No 7, 1984 on Convention on the Elimination of All Forms of Discrimination Against Women). Specific regulation on gender mainstreaming are Presidential Election No 09 Year 200 on Gender mainstreaming in National Development (*Instruksi Presiden Nomor 09 Tahun 2000 tentang Pengarusutamaan Gender dalam pembangunan Nasional*) and Decision of Ministry of Internal Affairs No 132 Year 2003 on General Guidance of Implementation of Gender Mainstreaming (*Keputusan Menteri Dalam Negeri Nomor 132 Tahun 2003 tentang Pedoman Umum Pelaksanaan Pengarusutamaan Gender*). More recent regulations are Decision of Ministry of Internal Affairs No 15 Year 2008 on General Guidance of Implementation of Gender Mainstreaming in the Development of Indonesian Regional governments (*Keputusan Menteri Dalam Negeri Nomor 15 Tahun 2008 tentang Pedoman Umum Pelaksanaan Pengarusutamaan Gender dalam Pembangunan di Daerah*) which is renewed into Regulation of Ministry of Internal Affairs No 67 Year 2011 (*Peraturan Menteri Dalam Negeri No 67 Tahun 2011*). Through these

regulations, government Instutions have set up many programs for gender mainstreaming.[1]

This paper aims to look at the effort of PSGA UINSA in mainstreaming gender at this university, particularly in urging the university to enact a policy on gender (Gender Equality and Mainstreamang Policy-GE Policy). It is based on the research conducted by the authors toward the process of establishing the policy, and the lessons learnt felt by the GE Policy team members. The main questions asked are what the reasons for having the policy? How is the process the enacting go? What are the supporting and discouraging factors that the GE Policy team met in the process? What lessons learnt can be taken from their experience in having the policy?

Perspectives on Gender Mainstreaming

Association for Women's Rights in Development, in Porter and Sweetman defines gender mainstreaming as:

> "a strategy which aims to bring about gender equality and advance women's rights by infusing gender analysis, gender sensitive-research, women's perspectives and gender equality goals into mainstream policies, projects, and institutions"[2]

In more specific, UN defines gender mainstreaming as:

> The process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies

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[1] Some examples of how government institutions implement gender mainstreaming can be seen in the article of can be seen in the article of Eha Saleha and Yuli Tirtariandi AE, Keberhasilan Implementasi Kebijakan Pengarusutamaan Gender di Indonesia menyongsong MEA, Prosiding Seminar Nasional Fakultas Ilmu Sosial dan Ilmu Politik, Universitas Terbuka UTCC, 26 Agustus 2015, http://www.pustaka.ut.ac.id/dev25/fisip2015/fisip201-5_42_ehas_yulitea.pdf, diakses 24 Juli 2016.

[2] Association for Women's Rights in Development (2004:1) di dalam Fenella Porter and Caroline Sweetman, "Editorial" di dalam *Gender Mainstreaming Since Beijing: A Review of Success and Limitations in International Institutions* (https://www.researchgate.net/-publication/249028207_Gender_Mainstreaming_Since_Beijing_A_Review_of_Success-_and_Limitations_in_International_Institutions?enrichId=rgreq-038967c7-411d-4023-a109-142bdede518e&enrichSource=Y292ZXJQYWdlOzI0OTAyODIwNztBUzoxNTMzMDk2-MjEwMDIyNDBAMTQxMzU2MzI3MDIyNw%3D%3D&el=1_x_3), di akses 22 Maret 2016.

and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrate. The ultimate goal is to achieve gender equality[3].

From these two definitions, it is clear that gender mainstreaming is aimed to strengthen the position of women in society, to encourage them to have equal opportunities to develop their capacities.

Methods of Research

This paper is written based on the experience and observation of the authors in the process of making the GE Policy and interviews with members of the GE Policy team. All of the authors are members of the GE Policy team. This team consists of nine persons. All of them are lecturers of UINSA but they come from different faculties. Therefore, it can be said that the research conducted for writing this paper is a reflection of the authors own experience in struggling to achieve the GE Policy to be enacted by the university authority as well as the experience of their team colleagues, particularly in understanding lessons learnt that the GE Policy team get from the whole process of struggling to get the draft of the policy complete and accepted.

This type of research method may not be really popular among other researchers. But we see the method in this research as Reinharz's definition of feminist research practice as "woman's ways of knowing"[4]. According to Reinharz, this type of method is part of oral history, but can be categorized as writing one's own story. It is not done in the purpose of "give voice to the voiceless", because it is done by "people who are literate and highly educated but who have experiences that have remained hidden". Therefore, it "allow[s] a different voice within some person to emerge". The result will be "a collection of personal statements"[5]. In relation of research inquiry, it can be said that this type of research is categorized as story telling research

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[3] Defenisi ini sesuai dengan yang tercantum di dalam ECOSOC Agreed Conclusions 1997/2, lihat UN Women, *Guidance Note: Gender Mainstreaming in Development Programming*, (New York, 2014:7).

[4] Reinharz, Shulamit, Feminist Methods in Social Research, (Oxford: Oxford University Press, 1992), page 4.

[5] Ibid, page 143.

Reasons for having the GE Policy

Initiation to have the policy on gender at this university comes from PSGA. This institution established on 4 Agustus 1990 melalui Surat Keputusan (SK) Rektor IAIN Sunan Ampel Surabaya No. 182/HK,005/SK/P/1990. At that time it was named as Kelompok Program Studi Wanita (Group of Women's Studies Program-KPSW). This institution then changed its name into Pusat Studi Wanita (Women's Studies Centre-PSW), Pusat Studi Gender (Gender Studies Centre-PSG), and now Pusat Studi Gender dan Anak (Gender and Children's Studies Centre-PSGA). Since it was established, this institution has done a lot of programs for introducing gender to the university community, raising their gender awareness, and campaigning for gender equality.

There are many progresses they have achieved. For example, in the earlier times of its establishment, it has no definite office. Sometimes members of the group even held meeting in the university mosque's terrace. Its position in the structure of the university was not also clear, whether it was under bureaucratic or become an independent unit of the university. Today, it becomes a definite centre under Institution of University Research and Community Engagement (Lembaga Penelitian dan Pengabdian Kepada Masryarakat-LPPM). It has also own a definite office.

In relation to human resource, nowadays there are more women sitting in the management at the university, the faculty, the institutions, or technical implementation units. For instance, in 2014 up to the present, there is one female of the three vice rectors at this university (vice rector for planning and budgeting affairs). This never happens before. The same phenomenon can also be seen at the faculty level. There has never been female dean appointed or elected since this university born. But in 2014, the Faculty of Islamic Communication (*Fakultas Dakwah dan Komunikasi*) elected a female dean. There are quite many women also become head divisions both in the university and faculties.

This progress, however, does not really correlate with progress in budget allocation for actualizing PSGA plan and programs, in female specific needs facilities, or in mainstreaming gender in *tridharma* of university (the duties of university: teaching, research, and university community engagement). Furthermore, female university members: lecturers, administrative staffs, or students are still experiencing some sexual harassments.

Particularly for responding the regulations made by the Indonesian government to mainstream gender in development (as mentioned previously), there is a need for PSGA to have support through regulation. In other word, if the university has a policy on gender, then it will be easier for PSGA to fulfill its duties, to strengthen gender awareness, to mainstream gender, therefore to help women having similar benefits as their male counterparts from development of the university.

The intention of PSGA to have the regulation is in line with the LLD/SILE project funded by Canadian government. The project itself is aimed to support the UINSA in strengthening its capacity in University Community Engagement (UCE). Of course, the role of PSGA in this project is very important, particularly in making sure that gender is inserted in the project agendas. As we have stated before that gender mainstreaming is a worldwide concern. It is one of the United Nations Decisions that all of its members must follow. One of the nine goals of development stated in Millennium Development Goals (MDGs) declared by leaders of countries members of UN in New York in the year 2000 was to support gender equality and women's empowerment[6]. The support of LLD/SILE project to PSGA in struggling to have GE Policy at UINSA can be seen not only through financial but also experiential sharing from its gender advisers who come from both Canada and Indonesia.

The Process of Making the GE Policy

There are six steps that are taken by PSGA with assistance from LLD/SILE project in establishing the GE Policy:

Setting up a GE Policy team

One of important lessons that the authors get from LLD/SILE project is that they start making policy through research. Therefore, the policy is based on the real condition of the stake holders or community where the policy will be implemented. As a result, the policy can address their real needs, helping them to overcome their real problems.

However, before the research is conducted, there should be persons in charge who will conduct the research and be responsible for reporting it. In

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[6] See Stalker, Peter, Millenium Development Goals, (Jakarta: Bappenas dan UNDP, 2008), hal 15-17, file:///D:/paper%20ICON%20UCE%202016/Let%20Speak%20Out%20for%20M-DGs%20-%20ID.pdf, diakses 21 Juli 2016.

dealing with this issue, PSGA and the LLD/SILE project gender advisor discussed about how many people will be recruited to be members the team, where they come from, and what are their duties. Through the discussion, then it was decided that the team will consists of nine people. Some of them are members of PSGA itself. The others are from various faculties.

This research team conducts the research according to their research locations. However, they use the same research instruments which were discussed together in their meetings prior to the field work. Every member conducted their research enthusiastically. They work hand in hand to finish the research as well as to transfer the findings into the policy. Table 1 below shows names of the GE Policy team and their affiliation at the university.

Table 1. Names, affiliation, and duties of the GE Policy Team

No	Name	Affiliation	Research Location
1	Rochimah	Head of PSGA and lecturer of Faculty of Adab	PSGA and Faculty of Adab
2	Nabiela Laily	Lecturer of Faculty of Syari'ah and Law, PIU LLD/SILE Project	University Management Offices
3	Wahidah Zein Br Siregar	Lecturer of Faculty of Political and Social Sciences	Faculty of Social Sciences and Faculty of Islamic Business
4	Muflikhah Khoiroh	Lecturer of Faculty of Syari'ah and Law	Faculty of Syari'ah and Law
5	Eni Purwati	Faculty of Psychology and Health and Faculty of Science and Technology	Faculty of Psychology and Health, Faculty of Science and Technology, and Post Graduate School
6	Luluk Fikri Zukhriyyah	Secretary of LPPM and lecturer of Faculty of Dakwah	LPPM and Faculty of Dakwah
7	Ana Bilqis Fajarwati	PSGA	PSGA
8	Helmi Umam	Faculty of Ushuluddin	Faculty of Ushuluddin, Centres, and Technical Implementation Units of University
9	M. Hanafi	Faculty of Tarbiyah and member of PIU Of LLD/SILE Project	Faculty of Tarbiyah

Up to this paper is written, the research team has finished their research for assessing gender mainstreaming at the university, and has written report of the research. There are two types of the research report made. First is individual research report that focus on gender mainstreaming in the location where they did they fieldwork. Second is a single research report which is extracted of individual research report. This single report explains the mainstreaming of gender of the whole university.

The research findings then transferred into the draft of the GE Policy. In other words, the GE policy is the reflection of the problems affected by gender at the university. The GE policy shows many strategies or programs that can be taken to overcome those problems.

Conducting gender assessment/research to identify gender gaps within the University

In this research, there are nine areas that become the focus of study. Those areas are: a) human resources, b) staff participation in gender training, c) researches with gender themes undertaken by University lecturers, d) gender integration in academic programs and centers, e) GE-related materials in the University, f) PSGA, g) policies and services supportive of gender equality, h) accountabilities, and i) linkages with government and CSOs using interviews and focus group discussions[7].

There are two research instruments used, namely instruments for quantitative and qualitative data. The qualitative data instrument is derived from the quantitative instruments, where further explanation is needed. For example, when talking about human resource profile, the quantitative instrument is used to gain the data on how is the composition of men and women in the managerial position of the university, faculties, institutions, or technical implementation units. The qualitative instruments which is the interview guides, is then used to ask the perceptions of key informants related to the feature of the human resource profile. The question such as what consideration that authority used in placing someone in certain position is asked. Therefore, information on the human resource profile can be gain from both facts (quantitative aspects) and reasons behind the facts (qualitative aspects). Every member of the team used these instruments to gain data at his/her research location.

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[7] The result of the research can be seen in the research report written by the team.

Consultations with university management, lecturers, staff and students

There are many informants contributed in helping the research team to collect data. Those are leaders of university, faculties, institutions, technical implementation units as well as representation of lecturers, administrative staff, and students. The research is able to gain a lot of important data. This process allows the research team to know more about its own university feature. The data collected then being analyzed to summarize the findings. From these findings, the team then work to draft the policy. This part is quite time consuming. How the research team transfers the research findings into statements in the policy.

Guidance from a legal expert in drafting the Policy

Realizing that writing the draft is different from writing other academic or academic texts, the GE policy team seeks advice from a legal drafting expert. The GE team works several times with the expert of legal drafting. The Canadian and Indonesian Gender advisors also involve in one of the meeting with the legal drafting expert. From this process, the research team learnt a lot of valuable experience. For example, the statements (chapters and articles on the draft) need to be written clearly, avoiding multi interpretations from the readers or the people who will use or be affected by the law. In other words, as hard as possible, the GE team should avoid loopholes on the policy.

Undertaking several iterations of the Policy

The policy has been reviewed several times by the GE policy team, gender advisors, LLD/SILE officers and leaders of the university. The draft has been reviewed and revised intensively. Several Focus Group Discussions (FGDs) have been conducted; before the research is conducted, in reporting research findings, and in drafting the GE Policy. Prior to the research the focus of FGD was to explain the reasons of PSGA to initiate the policy. In reporting the findings, the FGD was done to look at whether those who have been interviewed feel satisfied with the findings that the GE Policy team's report. The participants of FGD were free to add more comments or complaints to the report. In drafting the policy, the focus of the FGD was to see closely the statements written on the draft, whether they agree on it, disagree, or add some more thoughts or suggestions.

Those FGDs were attended by leaders of the university: rector, vice rectors, deans, head of institutions, and head of technical implementation

units. It was really surprising when the rector, Prof. Abdul A'la spared some of his busy times to look closely at the draft, read the whole draft, and gave comments directly with his own hand writing on the draft. Therefore, he really knows the process of making the GE Policy.

All of these processes provide good lessons for all the participants, particularly the GE policy team members. Besides being really familiar with the draft, we can see the importance of process in making implementable policy.

Approval by management.

At the moment, the draft of the policy reaches the last step which is asking approval from the university's senate. The draft will be discussed in the session of the senate. Members of the senate will decide whether the draft can be approved to be the policy or not. The draft is now in the waiting list agendas in the senate to be discussed in their upcoming session. When the draft is agreed by the senate then the draft will become an official regulation of the university. The next step will be taken by the GE policy team then to socialize the draft to not only the university community but also people of East Java and Indonesia in general, because the GE policy team will put the policy on line.

Supporting and Discouraging Factors in the Process of Making the Policy

As mentioned previuosly, the process of making policy so far has run quite succesfully There are several reasons for this achievement. First is the solidity of the team. There is some difficulties that each member of the team faced when conducting their research. Some, for example, face difficulties to gain the statistial data. But it can be overcome by the willingness of other members of the team to help. Member who collect data for university level, for example, can see data for every faculties. Therefore, member who works in the faculty level can get assiatance from her. Those members who unintentionally cannot attend the meeting, will get wide information on the result of the meeting from those who attended the meeting. Friendship among members of the GE policy team is getting stronger beause of their intensive meetings.

The second is the support of the LLD/SILE project staffs (both PO and PIU). They provide foods and drinks when the GE Policy team held meetings.

They also provide any supporting tools needed in the meeting such as venues, overhead projectors, and technical assistance. The gender advisers also play siginificants role. The become resource people for anwering many difficulties in defining certain concepts on gender and gender mainstreaming. Their intelligent overviews and worthy suggestions on the draft policy make the draft more readable and comprehensive. They also become close friends of the GE policy team. In those frienship discussion on cultural differences between Canada and Indonesia run smoothly. The canadian gender adviser often ask whether the terms written in the darft in line with the cultural context of the university and Indonesian people in general.

Third is the role of the legal drafting expert. From him, the GE policy team know how to arrange chapters and articles and how to use writing marks. His careful reading on the draft make the first draft of the GE policy completed shortly.

Fourth is the willingness of leaders of the university to attend the FGDs and sharing their thoughts in the interviews conducted by the team members, as well as in evaluating the draft: both in the content of the draft and in their appreciation to the work that has been done by the GE Policy team.

Until now, however, the draft has not been enacted to be the policy. This fact implicitly inform a discouraging factor. In the authors' view, the only factor is the tied schedule of the leaders or the policy makers of the university. The GE policy team then need to reschedule the meetings or FGDs to adjust to their time availability. The GE Policy team themselves are also busy people, particularly when their teaching duties call them to postpone or leave the meetings before it completed.

Lessons Learnt Gained by the GE Policy Team from The Process of Making the Policy

Every member of the team gains certain lessons from the process of making the GE Policy. Some of them may share the same experience but others may not. However, from interviews with the team members, the common experience they share is that gender relation can be built through good communication strategy, it is better to invite male counterparts rather than criticizing them. Women activists of the university need to adjust themselves to the atmosphere of the university in advancing better gender relation.

However, there are many various interesting lessons gained as expressed by members of the GE Policy team. Those are:

1. Gaining understanding on the mindset of the policy makers of the university on gender.
2. Understanding on the importance of socializing gender in deeper perspectives through real actions. Although socialization of gender has been widespread long time in this university, responses of the informants on gender show that their understanding on gender is still at the level of knowledge, not yet reach their affection and psychomotor level. However, more mature response can help running the dialogue on gender among university community smoothly.
3. Questioning own awareness on gender. Gender equality is still need to be struggled, feels involve in the struggle.
4. Realizing the importance of research before making policy.
5. Aware of the important of classifying university's statistical data according to gender.
6. Understanding that the terminology used in the research is really important to be known to avoid misunderstanding between the researcher and the informants.
7. Finding the importance of sharing in completing team obligations.

Conclusion

We have expressed our experience in making the GE policy. The whole processes that we have been through gave us many importance lessons. For example, we knew that many women activists of this university have socialized gender in UINSA since two decades ago. They run many programs including forming institution called Kelompok Program Studi Wanita (KPSW) which now changed its name into Pusat Studi Gender dan Anak (PSGA). However, there are still many aspects of university lives that need to be improved in order to achieve gender equality which is gaining the same benefits from programs and development done by the university.

Having a policy on gender is one of the strategies taken by PSGA. They work to initiate the policy and demand university authority to enact it. This intention gains its momentum because at the same time the university is running LLD/SILE project supported by Canadian government. The main focus of the project is to strengthen the capacity of the university in community engagement. In particular, the project helps the university to

develop democratic governance in the community, particularly in East Java Province.

Further support is coming from Indonesian government direct or indirectly. At the moment, there is strong intention from the government to mainstream gender. They have established several regulations on gender mainstreaming in national development. This intention comes from internal pressure, particularly from Indonesian women's activists as well as external pressure, that is the policy of The United Nations which affect its countries' members including Indonesia.

There are many steps passed in the process of making the policy, starting from forming the GE Policy team, conducting research in order to assess the gender gap at this university, drafting the policy and asked the authority for enacting the policy. Many factors contributed to the success of drafting the policy. Until this paper is written the GE Policy has not enacted yet. However the draft of the policy has been completed by doing several FGDs, gaining inputs from many people including gender adviser of LLD/SILE project, legal drafting expert, leaders of the university, as well as members of the team themselves. It is now in the waiting list agendas to be discussed in the university senate session. When it is done, the policy becomes one of the university regulation and ready to be implemented. We really hope that this effort will be fruitful and equality between men and women in this university can be reached. Hence, The State Islamic University of Sunan Ampel can become a good place for all of its community to work and to learn.[]

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