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Evaluation of Gender Mainstreaming Policy in Removing Gender Discrimination in Education (Study at SD Tersan Gede 1 Magelang Central Java)

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Abstract:

This policy's study aims: 1) to understand the implementation of Gender Mainstreaming (GM) Program Policy in education in Central Java, 2) to analyze the learning process and the matters related implementation of the GM program in education in elementary Tersan Gede 1 Magelang 3) to analyze the planning process program intended to eliminate gender discrimination in education. The research focuses on analyzing in the implementation process of GM Program that aims to eliminate discrimination or to realize gender equality in education in the school. This study is a policy research, using the qualitative approach and multiple perspectives of the other relevant disciplines. Evaluation of the GM Program Policy in education in levels: 1) Policy (Perda), 2) the level of implementer (bureaucrats) and 3) the level of education unit. The result of this study indicates that the implementation of GM program in SD Tersan Gede 1 has not been able to eliminate gender discrimination education. The planning process of GM The program is not based on the policy that has the criteria of eliminating the discrimination. Teachers and students know the basic concepts of gender based on their knowledge, but they do not understand how the learning process is. Content and context GM Program Policy in education is the barrier of the successful policy implementation.

Keywords: *gender discrimination, gender equality, gender mainstreaming*

1. Introduction

The emergence of gender discourse pioneered by the Feminists has grown awareness of various circles including the Government. The government's awareness is indicated by the enactment of related policies. A series of Government Policies on Gender Mainstreaming (GM) in development can be regarded as proof of the Government's recognition of this gender inequality. These policies include Presidential Instruction No. 9 of 2000 on Gender Mainstreaming in National Development. Furthermore, it was enactment Permendiknas 84 of 2008 on Guidelines of implementation and General Guidance of GM of Kemendikbud Education in 2013, and government policies at the regional level.

After a series of GM policies have been implemented over time, gender gaps in education or discrimination in education are still occurring. Education statistics show gender gaps.

Literacy rate of 15 years old and over who is illiterate: female 9.45%, male 4.27% (BPS, 2012). Length of schooling: Women 7.54 years, and men 8.35 years old (BPS 2011), showing the average school boy up to grade VIII while female up to grade VII. Percentage of female teachers compared to men in 2006/2007: Kindergarten teachers 96,56: 3,44; Primary School teacher 57,58: 42,42; Junior High School teacher 48,40: 51,60; High School teacher 46,94: 53,06; Higher Education 32.41: 67.59. (Education Indicators 2006/2007, MoNE, 2007). (Summary of Schooling Statistics 2006/2007, Depdiknas, 2007). This data is a signal of the importance of gender inequalities or inequities of education to be examined.

Urgency theme of this study is on the meaning of education which is a human right that must be met both quality and quantity by the state (Muhtaj H, 2008). The fulfilment of the right to education with sufficient quality and quantity of education in the development program is to all communities, both men and women. As Mosse thinks that Development is considered a gender issue to be resolved (Mosse: 2007) Therefore, gender injustice or discrimination in education should be pursued. And a factual basis of information about policy of GM of education indispensable part of everyone's education. (Dye:2013). Thus the policy research on the implementation of educational program is beneficial for the preparation of further education GM program.

Relevant research by Siwi Rr. Nurul Adiati Hardjono, entitled "Implementation of Gender Mainstreaming Policy in the Field of Education on Efforts to Improve the Role of Women in the Implementation of Education in Bantul District 2009", implemented with a different approach. Said by Nurul in the results of research that the implementation of GM policy in the field of education is realized with the formation of Working Group GM Education; Non gender biased education policies, gender-minded ways of thinking represented by aspirations about the importance of GM. This study evaluates the implementation of education GM policy using macro education perspective that is related to institutional performance of education. The research also evaluates policies at the policy level (local regulation) and at the bureaucratic or policy level. But the researchers did not analyze the implementation of education GM in educational unit.

The theme is similar to the title of "Implementation of Policy on Gender Mainstreaming in Education in Malang (Case Study of SMA 8 Malang)" by Erna Tigayanti, M. Saleh Soeaidy, Ratih Nurpratiwi. The purpose of this study describes whether the GM policy in the field of education has been implemented, so that it can integrate the interests of men and women and to describe factors that support and inhibit the implementation of GM policy in Malang. The results of this study concluded that the institutional implementation of GM in the Office of Malang City and SMA 8 Malang just became a concern at the level of individuals or some work units and institutional strengthening has been done but not maximized.

Both studies on the implementation of the GM policy took a different focus from this study. In contrast to the study, this study is broader in scope. This study examines the implementation of educational policy GM with micro approach, namely the phenomenon in the learning process. The phenomenon as the impact of the implementation of educator GM programs that occur in the interaction between students and teachers and between students in the learning process. Evaluation is done on policy implementation at Local Government level and in Bureaucracy as well as in education unit level. So this study shows the difference from previous similar studies.

This study attempts to examine the implementation of the education GM program as a means of eliminating gender discrimination in the field of education, focusing on the implementation of education GM program in the learning process at Tersan Gede 1 Magelang Elementary School as an educational unit of GM model in Central Java. The problems in this research are: 1) What is the process of planning of education GM program that can eliminate discrimination or that can realize gender equality and justice in education field in Central Java Province? 2) Does the implementation of GM programs in schools implement GM policies that can eliminate gender discrimination so as to achieve gender equality and gender equity?

The purpose of this policy research is to obtain an empirical picture in the field, that is: 1) to know the implementation of GM program of education in Central Java Province 2) to analyze the impact of the implementation of education GM program at Tersan Gede 1 Magelang Elementary School after implementation of GM policy in education field in Central Java province And 3) Analyze the planning process of education policy / program GM.

3. Methodology

This research is a policy (policy research), a study of the evaluation of the program in elementary education GM Tersan Gede 1 Magelang - as GM model school education in Central Java. The purpose of the evaluation of this GM education program is to confirm the extent to which the implementation of the education GM program is "working or not working" to meet the policy / program objectives of eliminating gender discrimination in education.

As a policy research whose basic aim is to achieve the practical value of a program or policy, the methods used in this research are: 1) focused synthesis research, ie selected literature approach interpreted critically by the researcher, 2) secondary data analysis ie analysis data have been obtained by the other party; 3) qualitative methods of research to characterize using natural setting, descriptive, emphasis on process, using the inductive approach and focus on the meaning, 4) case study, the research conducted in depth the social unit specific and 5) methods of causal, of cause and effect (cause and effect) - to analyze whether the main program to be the cause of the main impacts (Dye : 2013). Basically the research approach refers to qualitative research, develops an understanding of individuals and events by taking into account the relevant context (Ann Majchrzak : 1987)

To achieve the purpose of the analysis, the evaluated dimension is as follows first, the process of formulation of GM policy in development. The analysis of the dimensions of GM policy formulation analyzes how the issue of GM policy is established, which then becomes the basis for the preparation of educational GM programs. Factor in the policy formulation process that analyzed GM is more political or power factor, because the formulation of the policy is a part of the study of politics, something important about how power is recognized and used (acquired and used). (Hill: 2005: 4.) In addition, on economic factors and cultural processes as a part of policy formulation factors (Hill: 2005: 13). Furthermore, with the perspective of the law analyzes the character of policy as one form of product or derivative law. Secondly, the dimension of program implementation evaluation analysis is to describe and analyze the impact of education GM program in teaching process at SD Tersan Gede 1 Magelang. Dimension of the evaluation analysis of program implementation in this unit of education to explain the impact of education GM program in the learning process by using sociological and psychological perspective. This analysis is to obtain information on the extent to which the understanding of the policy targeted individuals in the school, ie teachers and students about the education policy/program GM .

In terms of policy level, policy analysis is evaluated at the policy level, which is analyzing the content of Regional Government policy (Perda): RPJMD (Regional Medium Term Development Plan), RKPD (Local Government Work Plan) and RENSTRA (Strategic Plan) 2013, which stipulates the development planning as the implementation of the education GM policy whether it is in line with the national education GM policy. At the organizational level is the implementation of policies/programs by policy actors or bureaucracy, among others in the Education Office. At this organizational level analyzed the programs compiled and implemented based on the Minister of National Education Regulation No. 84 of 2008 on Guidelines for the Implementation of GM of Education and General Guidance of Ministry of Education Ministry of Education in 2013. While at the operational level analyzes the implementation of education GM program at SD Tersan Gede 1 Magelang.

Aspects analyzed are school management systems and learning processes, to assess the extent to which discrimination has been attempted to be eliminated in school activities including: school management; Teacher's understanding of gender, gender and education discourse; the treatment of teachers towards students in schools, as well as interactions among students at school. Indicators for assessing learning processes that can eliminate gender education discrimination are: the absence of stereotypes, fair responses and similar perceptions / expectations for male students and female students. The data collection technique is by interview, observation, FGD (Focus Group Discussion). The data collected are primary and secondary data. Data analysis techniques with content analysis, and to maintain the quality of data validity implemented by data triangulation techniques.

4. Results and Discussions

No	Dimension of Evaluation	Research Result
1	<p>Evaluation analysis on policy implementation:</p> <p>a. policy on local level (Perda)</p> <p>b. at the executive level (Bureaucracy)</p> <p>c. Level of education unit</p> <p>1) General Knowledge of Gender, and Gender in the learning process</p> <p>2) Gender as a systemic</p> <p>3) Stereotypes</p> <p>4) Master's commitment to gender-responsive learning</p>	<p>In the "Goal" and "Target" formulas in the RPJMD, RKPD and RENSTRA policies, not all are included in the objective formulation that the development of educational GMs explicitly "attains Gender Equality and Justice (KKG)".</p> <p>Implementation of the GM program of education is an activity in the form of: 1. Formation of POKJA (Working Group) - coordination of implementation of education GM policy b) Appointment of Vocal Point - technical team implementing policy of education GM, 2. KIE -Communication Information and Education, Communication: meeting Coordination, Information: socialization and education: training, facilitation of raising / improving the ability of institutions and institutions in the regions about education GM.</p> <p>From depth interviews to all teachers in the School, shows that their knowledge of gender is deep enough, although the explanation is not by using scientific concepts of gender knowledge, but of key words indicate this. Suppose that the notion that gender is not a nature, "Gender as a woman equals men"; "There is no difference between men and women" "Differentiated experience", "Man was born as male and female, but the status of women under men". Although there is freedom but there is still injustice, working women have no rights equal to men in the family". " Because the nature of women must take care of the child, when working yet given the opportunity to take care of it. "</p> <p>About Gender in education or Learning Process, teachers do not understand, with the statement "I'm still real confused what and where do gender in the learning process". In the FGD revealed also all teachers who do not understand gender in education. Other opinions: "The equalization of roles between men and women in education, such as the division of tasks in education, flag ceremonial officers not only men, but women can also", "Instinctively indeed required the planting of such values (GM education), unfortunately why the new government is now being planned, it is a delay, if it was proclaimed from the beginning maybe now men and women have not done that. "</p> <p>Understanding teacher that gender mainstreaming in education is a systemic thing, it should be simultaneously carried out by various parties. This means that it will not give a strong effect if the introduction and application of gender responsive values is done in school only, while outside school, whether at home or in the wider social environment is not done. Mrs. L stated: "Yes maybe if supported not myself, for example when in this school they support once but if junior high school and later in society not, then the values can be lost." Then Mrs. Sr stated: "if only me. Yes, I lost (self-familiarize children), whose name the scout is independent, but now eat catering, so just sleep (in the camp).</p> <p>With stereotypes, teachers have an unbiased perception of gender. Opinions such as: "Must not distinguish male and female students, male and female students have the same ability", " if educating children in learning, between men and women just the same, no difference, not necessarily the ones men of moderate practice that women write, it is not in the lesson". "If intelligence, sometimes even clever women, men might have considered him rounder. If in the class I do not more extensive attention to man, even so ashamed with women, let me not underestimate the women ".</p> <p>Their commitment to implementing learning gender responsive, as the opinion "Yes, because it was that she was not stamped just weak, and women were also has the same power as men", "If in the learning process we build a generation of men And women have no loopholes, no longer see boys or girls, who are only fourth graders, they have equal opportunities. Teachers just encourage and hope that later the child can express the true opinion that parallel is like this you know. "</p>

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2.	<p>Impact Implementation of education GM programs in the learning process</p> <p>a. School management</p> <p>b. Teacher's Expectation on the pupil Knowledge and psychological experiences of students in the learning process</p> <p>c. Master and student interaction in learning process</p> <p>d. Interaction among students (socialization phenomena values of gender bias)</p>	<p>separate and comfortable toilets and changing rooms for boys and girls; Equal opportunities of students in school activities;</p> <p>Interview with all teachers stated "I hope all students become knowledgeable people, useful for family and society. "So that when the pass will be able to apply responsive gender values in their life". "If female students have to work, earn a living and engage in society". "Women must work so as not to depend on their husbands, and have the freedom to use their own finances". "Women work to be valued by the husband"</p> <p>Interviews with 10 students, stated: "Men and women are the same, should not be discriminated," "Yes, boys have been preparing food in an activity at school. Because right now there is a gender right ", " Eeh ... if the teacher certainly supports us to achieve our goals, because we both women and men pursue ideals as high as the sky. " "The teacher asks the turning students, men and women." "Cooperation between male and female students in order to perform the task more easily"</p> <p>The teacher and student interaction consists of greeting, asking, telling ahead, checking, praising, warning, simplified as teacher's "Response" to students, the result: four teachers responded to male students more than female students. A teacher responds to female students a little more than male students. And two teachers respond to female and male students of the same quantity.</p> <p>Teachers often interact with male students because male students are less orderly, often annoying their friends, but more actively ask questions. While female students are more orderly, not noisy and diligent.</p> <p>At break time, some female students sweep the classroom while not being picketed and without a teacher. Female students play huddled at the front of the classroom door / teacher's room. Male students play ball and "master" the main page of the school.</p> <table border="1" data-bbox="630 1100 1523 1346"> <thead> <tr> <th>No</th> <th>Teacher Name</th> <th>Male Student</th> <th>Female student</th> </tr> </thead> <tbody> <tr> <td>1.</td> <td>Sr</td> <td>23</td> <td>16</td> </tr> <tr> <td>2.</td> <td>Sb</td> <td>32</td> <td>32</td> </tr> <tr> <td>3.</td> <td>Rn</td> <td>20</td> <td>6</td> </tr> <tr> <td>4.</td> <td>SR</td> <td>8</td> <td>9</td> </tr> <tr> <td>5.</td> <td>L</td> <td>10</td> <td>19</td> </tr> <tr> <td>6.</td> <td>Sk</td> <td>23</td> <td>13</td> </tr> <tr> <td></td> <td>Total</td> <td>116</td> <td>95</td> </tr> </tbody> </table>	No	Teacher Name	Male Student	Female student	1.	Sr	23	16	2.	Sb	32	32	3.	Rn	20	6	4.	SR	8	9	5.	L	10	19	6.	Sk	23	13		Total	116	95
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3	<p>Aspects of education policy formulation (GM) Education (UU Sisdiknas Number 20 of 2013, Presidential Instruction No. 9 year 2000 on GM in development, Permendiknas, implementation guide,</p>	<p>In the Constitution Sisdiknas: article 4 that education is held in a democratic and fair and non-discriminatory by upholding human rights, religious values, cultural values and national pluralism. In the section explanation section 5 which contains the concept of discrimination there is no explanation of the conceptual definition of discrimination in education in detail. I think this discrimination concept is likely a way to reach the purpose of education. In the Regulation of Minister of National Education number 84 of 2008 regarding the meaning of gender discrimination in education, the phrase "ensuring the equal rights of women and men in gaining access, participation, control and benefits.KKG (gender equity and justice) is the goal of education GM. In part B of the Annex to this Regulation, Gender Equality is defined as the equality of conditions for men and women to obtain opportunities and rights as human beings, in order to be able to participate and participate in political, economic, socio-cultural, defense and security activities, and equality in enjoying Gender fairness is a process of being fair to men and women. Gender-oriented education planning is a plan to achieve gender equality and justice, through integration of the experience, aspirations, needs, potential and resolution of women and men in education.</p> <p>Context of Inpres Formulation No. 9 of 2000, as the basis of education GM policy: weak binding strength aspect, no support from the people legislative is the rule of real work program implementation. Inpres GM in national development is more an implication of international agreement.</p>																																

Table 1: Research Results

The evaluation analysis of policy implementation of education policy at the policy level (Regional Regulation) describes the content of regional policy that is Perda on Development Planning for the period 2008-2013: RPJMD, RENSTRA and RKPD in the formula "Objectives" does not explicitly states "The purpose of GM in education is to Achieve Gender Equality and Justice (KKG) ". Not explicitly stated about the purpose of education GM that reaches KKG in the formula "Objective" implies the unclear "Strategic Issues" and "Program Indicators" related to education GM as the agenda of its derivative policy. Programs planned and developed as future educational development plans do not base on educational objectives reaching the GFC as set out in the upper level policy (Permendiknas Nomor 84 Tahun 2008)

Referring to Permendiknas number 84 of 2008 in "Introduction" stated: "Presidential Instruction Number 9 Year 2000 on Gender Mainstreaming (GM) in National Development which instructs every government institution to implement GM by integrating planning, implementation, monitoring and Evaluation and reporting of development ", indicating a less formal commitment of local government to implement education GM as mandated by the series of policy of education GM (Inpres number 9 year 2000 and Permendiknas number 84 year 2008).

Evaluation of the Implementation of Education GM Program at the level of bureaucracy is to explain the various activities undertaken in order to carry out the guidance of the GM guidance in the field of education (Permendiknas Number 84 Year 2008) covering: a) Establishment of POKJA (Working Group) - coordination of implementation of education GM policy, b) Appointment of Vocal Point - technical team of education policy implementer, c) KIE -Communication of Information and Education covers communication in the form of coordination meeting, information in the form of socialization and education in the form of training, facilitation and others to grow and improve the ability of institutions and institutions in the region about GM education.

These programs are intended as a mechanism to foster a sufficient understanding of GM policies in general and in particular in the field of education to policy actors, so that they are expected to implement education GM programs at the operational level by achieving predetermined objectives of reaching the GFC or eliminating gender discrimination education. Implementation of the program is inadequate if it is intended to understand complex and in-depth gender discourse. Theoretically the understanding of gender concepts includes sociological and psychological dimensions, and about one's self aspects, aspects of social relations and structural aspects (Santrock: 2008: 194). Gender as the center of community life is a social construction that has been pervasive and practiced in community life, so it is not easy to change. Thus understanding the gender discourse must be deeply. The strategy used for this purpose is with a structured, systemic and continuous and long-term effort. This strategy is as the essence of gender discourse which is a social construction that already exists and is being practiced in the life of society so that it seems to have considered something reasonable or not problematic. Implementation of educational programs as above data cannot eliminate gender education discrimination because the programs that have been implemented to eliminate educational discrimination are more technical.

But in terms of quantity and quality, the implementation of the program is inadequate when it is intended to understand complex and systemic gender discourses, including sociological and psychological dimensions, and about one's self aspects, aspects of social relations and structural aspects. Gender as the center of community life is a social construction that has been pervasive and practiced in life together for a long time, so to eliminate or minimize requires systematic, structural and long-standing social transformation.

Following the opinion of Grindle (1980) that an important factor in the implementation of a program and public policy is content and context. The evaluation dimension of policy formulation, showing the result that the content of a series of educational policy GM, namely Law on National Education System Number 20 Year 2003 on National Education System; Then Permendiknas Number 84/2008 on the Guidelines for the Implementation of GM Education is not explained clearly and in detail about the meaning of the concept of gender discrimination in education. In Article 4 of the National Education Law states that education is held in a democratic and fair and non-discriminatory manner by upholding human rights, religious values, cultural values and national pluralism. In the Elucidation section, article 5 which contains the concept of discrimination there is no explanation of the concept of discrimination in detail. Meanwhile, in Permendiknas Number 96 of 2008, In this Permendiknas, the main term is the concept of "Gender Equality and Justice" (KKG) which is the aim of the implementation of education GM policy. The basis of Permendiknas is Presidential Instruction No. 9 of 2000 on GM in Development. With the strategy of educational development with such gender mainstreaming, it is expected that all aspects of educational development become gender responsive and better ensure the equal rights of women and men in gaining access to education services, participating actively in a balanced way, having equal control over development resources, The same from the results of educational development. Thus the concept of discrimination in the education policy of Law on National Education System number 20 of 2003 can be said to have the same meaning as the concept of KKG in Permendiknas number 84 of 2008, because Permendiknas is the policy of continuing education of the above policy (UU Sisdiknas). So it can be concluded that the meaning of the concept of discrimination in education is not explained in detail in education policy. This resulted in the established GM education program being unable to eliminate gender discrimination in education.

Contextually indicates that public policy as a result of political decisions, is a product of power and conflict of interest, is inseparable from the interests of a person or a group of people in a government regime. As one character of a public policy, the international aspect, especially for developing countries, is an important factor in the birth of a policy. (Grindle: 1991)) As a result of the globalization of the Government concerned with the relationships in the international community were deemed profitable so should ratify the policies or international agreements as one of the main basis for setting public policy, not least gender mainstreaming in development policies. As a result of this one is the issue of public policy established by the Government in this policy is not of the demands or aspirations of the people, so there is strong support from the community.

From a legal perspective, gender mainstreaming policy in the form of President Instruction (Inpres) does not have a high binding strength. This policy is not supported by the people, because it is not the form of law and does not have a strong doubt over the

"denial". In the history of gender legislation Kesearaan bill has not been approved by Parliament in 2011 and got a rejection of the various elements of society.

Of the several factors that decomposed above, shows that many obstacles to the achievement of program objectives GM education to eliminate gender discrimination in education. In the opinion of Aikman (2007) that equality in education is the equality in rights, namely freedom of individuals to achieve something (freedom to achieve) and on capability (capability to function) individuals. Thus the criteria that should be used as the basis for setting policy and planning of education GM program that can eliminate gender discrimination is education, among others: the right of a person to decide for themselves what is considered valuable to him, their ability and autonomy to realize (the functional) rights and that ability. This means that in the learning process no longer exists, socialized values of gender and gender-biased social interaction.

5. Conclusion

Based on the above discussion, it can conclude, 1) Implementation of gender mainstreaming program in elementary education Magelang Tersan Gede 1 cannot eliminate discrimination gender in the learning process, especially factors: socialization values of gender bias, practices disable in the (unconscious) gender bias. 2) Implementation of gender mainstreaming program in Central Java area not based on policies that have criteria that can eliminate gender discrimination. 3) GM education program planning process to eliminate gender discrimination in education is basing on the policy that has the following criteria, among others: respect for the rights (rights) to achieve something individual freedom (freedom to achieve); capability with the functional (capability to function) individual, gender-responsive learning (no socialization, the production and reproduction of gender values); and the transformation of social relations more equitable (relational justice) in school.

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