

# **Improving Gender Equality in Education Services at Senior High School: The Challenges of Preventing Rape through School Management Standard**

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## ***Abstract***

Rape has been a serious problem in nearly all countries, not only in developing but also in developed countries. The number of rape victims has been increasing in recent years and has reached emergency level. According to the National Commission of Human Rights, there were 93,960 cases of rape in 1998 to 2011 or 25 percent of all violence cases with young women as the major victims. Schools play a very important role in preventing rape by providing educational services based on gender equality through School Management Standard. This study evaluates the implementation of the gender-responsive school management standard and the challenges for preventing rape. Four Senior High Schools in Sragen Regency have been intentionally selected and the data were taken from a survey to 198 respondents comprised of principals, teachers and students. The findings show that the majority of the respondents (96.5%) stated that school management standard has been gender-responsive. The challenges for preventing rape are the school's willingness to build critical awareness of all students, teachers, employees and parents by formulating their vision, mission and strategy based on gender equality values; developing principles of conduct and integrating rape issue into their academic and non-academic activities.

***Keywords:*** *Gender Equality, Rape, School Management Standard*

## 1. Introduction

Rape has been a serious problem in nearly all countries, not only in developing but also in developed countries. About 120 million girls in all over the world have ever experienced forcible sexual intercourse and other forms of sexual actions in their lives. Of the nine countries having been investigated, i.e. Uganda, Congo, Zimbabwe, Malawi, Nigeria, Liberia, Mozambique, Nepal and Tanzania, between 6%-21% of girls of 15-19 years old ever underwent forcible sexual intercourses. The latest percentage was in Nigeria (6%) and the highest was in Congo (21%). Even, the data analysis from all girl samples and girls aged 15 to 49 asserted that most of them experienced first sexual violence incidents when they were teenagers between 15 to 19 years of age. The comparative data of the 42 low to medium income countries show that the prevalence level of sexual violence towards teenage girls was still very high especially in Africa (UNICEF, 2014).

In the last few years sexual violence cases towards children in Indonesia increased. The National Commission of Children Protection noted that in 2014 of 2,726 cases of violence towards children 56% of them was sexual harassment. Of all the number only 179 people who reported to the Institution of Witness and Victim Protection (Rzn/vlz, 2016). Sasongko (2014) reported that in 2010 there were 2,046 cases of sexual violence and within the period of January through September 2014 they increased to 2,626 cases.

The Indonesian Children Protection Commission mentioned that the number of cases about pornography, sexual violence and commercial sexual exploitation on children in 2011 was 329 or 14.46% of all the cases. Meanwhile in 2012 the number increased 22.6% or 746 cases. Then until October 2013 the number of sexual violence reached 525 or 15.85%. The data were obtained from public complaints, news on media, and the investigations on sexual violence cases on children. The large number of violence cases towards children, especially sexual violence is due to the fact that physically and psychically children are weak and therefore vulnerable to become victims of sexual violence and abuses. The research conducted in Airlangga University stated that in majority violence occurs because of menace and force (66.3%), seduction (22.5%), and drugs (5.1%) (Probosiwi, 2015).

According to the National Commission of Human Rights, there were 93,960 cases of rape in 1998 to 2011 or 25 percent of all violence cases with young women or teenager as the major victims, and 15 percent to 18 percent of them are end up in unwanted pregnancy. Additionally, the rape victims tend be murdered or if the rape victim is still alive, her case tends to be ignored by the law and the raper gets free or can walk very minor punishment. Besides, if the rape victim is still alive and gets pregnant, she suffers social prejudice because the status of her child is not clear. This leads to the tendency of the victim to opt for abortion or suicide.

The data indicate that although the Indonesia's government has stated zero-violence policy, at the same time the number of rape victims has been increasing in the recent years and has even reached emergency level. Accordingly, a real policy directly related with the handling and or the prevention of violence towards future victims/doors at schools is strongly needed.

The problem is whether violence towards children is considered public problem so that the state and its public policies are required or not. Should the state participate in solving the problem? Or who should be responsible to prevent and or handle the problem? What kind of public policy is expected to be able to resolve this problem? This article focuses on studies about the role of public policy in preventing rape on teenagers.

There are different point of views about who should take responsibility of these problem. Many people believed that parents have the responsibility for preventing the rape (Mummytale, 2014); in contrast, other people recognized that not only parents but also government together with parents and society should do (Bhuvanewari & Sibnath Deb, 2016; Cabral & Rebecca Campbell, 2013, Bogeau, 2014).

Moreover, some people have opinion that rape is not a serious problem in the world. A number of reasons have been put forward for this. First of all, the number of rape cases is seen as too small (Sharma, et.al. 2014) compared to other issues. Secondly, most of them put the blame on the victim and the rape happens as the consequence of the victim's behavior. Thirdly, there is not enough evidence and witnesses. Finally, people see the rapist as a victim of external conditions like broken home family, uncaring parents, drugs abuse or media. Consequently, parents have seen as the most responsible.

In my point of view, rape is a serious problem and the government together with parents and society the whole should take account for preventing this problem. If they ignored this problem, the cases of rape will increase significantly, this lead the safety of women is not insurance. The government's important role is to ensure that public policies produced are able to give protection towards the victims.

Schools play a very important role in preventing rape, because many rape cases happened to teenagers and they spent more times in school (Mallet and Dominique Herbe, 2011). Besides, rape was done by people they known. The best way is to provide educational services based on gender equality through School Management Standard. For this reason, school should develop the School Management Standard which be able to prevent people from being raped and being rapists.

Indonesia's government has implemented the program labeled *Sekolah Responsif Gender* (Gender-responsive schools) since 2012. Gender-responsive schools were designed through the compilation aspects of academic, social, physical environment, and public society which watch specific needs of male and female in

balance. Therefore, teachers, parents, and surrounding environment are expected to realize and pay close attention to any actions supporting the justice and gender equality. According to the Ministry of Education and Culture (2013), there are three things that should be given attention in actualizing education in responsive-gender schools, i.e. (1) School Management Components, divided into school organizations and culture, school facilities and infrastructures, school administration, and school policies and management; (2) Learning process, referring to a learning model which is comprised of being active, innovative, creative, effective and pleasing, and (3) Public role regarding with proportional public involvement between male and female in terms of access, role and their responsibility and participation in control and decision-making functions and accept the just benefit. In this research the implementation of responsive-gender schools will be focused on the school management component aspect, particularly gender-responsive school management.

The program was not easily implemented because of cultural values that tend to put women less valuable than men. This paper discusses about the implementation of the gender-responsive school management standard and the challenges for preventing rape.

## 2. Methods

This study was conducted in Sragen Regency, Indonesia. The area has been selected because of three considerations. First, Sragen Regency Indonesia has the lowest Gender-related Development Index (GDI) and Gender Empowerment Measure Index (GEM) in Central Java, Indonesia. (GDI of Sragen in 2012 was 67,23 and 92,13 in 2014) (Kementerian Pemberdayaan Perempuan dan Perlindungan Anak: 2013 & 2014). Whilst GEM of Sragen in 2012 was 57,58 and increased to 61,75 in 2014. Second, Sragen Regency has implemented Gender Mainstreaming in Education in accordance with The Regulation of Education Minister Number 84 Year 2008 on Gender Mainstreaming in Education, especially it has implemented the gender responsive school program since 2012. Finally, the number of sexual harassment and rape cases in Sragen Regency tended to increase in the last few years (from only 4 sexual violence cases in 2015 to be 14 cases in 2016) (Joglosemar, 2016).

Four Senior High Schools in Sragen Regency have been intentionally selected based on locations (village or town), types of school (public school or vocational school) and specificity of vocational school (focus on technology development or the development of culinary and administration). Based on these criteria, this study was conducted at SMA N 3 Sragen (The public school which is located in city), SMK Negeri 2 Sragen (The vocational school which is located in city), SMK N 1 Sragen (The vocational school which is located in city and focused on technology development) and SMKN 1 Gesi (vocational school which is located in village and focused on the development of culinary and administration). The data were taken from a survey to 198 respondents that are comprised of principals, teachers and students.

This research describes the implementation of integrating gender issue in School Management Standard and the challenges of preventing rape through schools. The indicators which were used in assessing the implementation of School Management Standard are divided into seven categories (see Table 1).

**Table 1: The Indicators and Description of School Management Standard**

<b>Indicator</b>	<b>Description</b>
1. Vision and mission of School	Vision and Mission of school support the implementation of gender equality education
2. School values and norms	School regulations assuring the similarities on access, participation, control and benefit to all school members.
3. School Planning	Containing activities endorsing the similarities on access, participation, control and benefit to both male and female in various school activities.
4. School Organizational structure	School organizational structure represents the representation of male and female proportionally.  School organizational structure is not subordinate agent harming anyone of the genders in the allocated jobs.
5. Accessibility to get jobs	Equal chances to male and female to get school assignments.
6. Developing career and promotion	Equal chances to male and female to develop their career.
7. Decision making	Equal chances to male and female to express their ideas as the basis to make a decision.

### 3. Results and Discussion

#### 3.1. The implementation of the gender-responsive school management standard

Based on the developed indicators, the research result found out that most of the respondents (96.5%) stated that the standard of education management has been gender-responsive already.

**Table 2: Description of Gender Responsiveness of School Management Standard**

Category	Name of School	Categories		Total
		Less-Gender Responsive	More-Gender Responsive	
Senior High school in City	SMA N 3 Sragen	1	46	47
Vocational High School	SMK N 2 Sragen	0	50	50
	SMK N 1 Sragen	2	49	51
	SMK N 1 Gesi	4	46	50
	<b>TOTAL</b>	<b>7</b>	<b>191</b>	<b>198</b>
	<b>Percentage</b>	<b>3,5</b>	<b>96,5</b>	<b>100</b>

Source: Secondary data

The research result shows that the integration of gender equality was manifested in the schools' visions and missions by inserting gender equality values. Then the values were elaborated more operationally in the forms of schools' code of conduct which regulate the prohibitions to men and women for doing any kind of actions potentially triggering the actions of sexual violence (including rape). Some of the values integrated with the gender equality values are having noble character, being cultured, having national personality, faithful and virtuous. The values are juxtaposed with the hope to actualize competent, competitive, qualified, smart and independent human resources. The followings are the code of conduct having seen to have potential to cause sexual violence (including rape): (1) Prohibition to female students to wear strong-colored lingerie and are not permitted to behave pornographically or impolitely (SMAN 3); (2) Prohibition to wear inappropriate clothes or have excessive make-up (SMKN 2); (3) Female students are forbidden to wear sexy clothes, to get pregnant and impregnate (the highest punishment score), forbidden to misuse alcoholic drinks, drugs and forbidden to wander around during school hours outside school, forbidden to bring pornographic comic books, magazines or videos (SMKN 1) (Extracted from each of the schools' code of conduct).

**Table 3: Integration of Gender Equality in School's Vision and Mission**

Category	Name of School	Vision	Mission
Senior High school in City	SMAN 3 Sragen	❖ Having noble character ❖ Cultured	❖ Developing potentials maximally in both academic and non-academic fields
Vocational High School	SMKN 2 Sragen	❖ Being competent, competitive and having national personality characteristics	❖ Having noble character by developing religious attitude and behavior ❖ Having attitude and behavior that are rooted in Indonesian cultural values
	SMK N 1 Sragen	❖ Faithful, competent, competitive and having national personality	❖ Being faithful and noble by developing religious attitude and behavior. ❖ Willing to tolerate other people, to cooperate and appreciate each other, being disciplined, honest, cooperative, creative and innovative. ❖ Caring of social environment and loving peace
	SMKN 1 Gesi	❖ Having noble character, being qualified, smart and independent	❖ Producing human resources having noble and virtuous characters

Source: Secondary data

The implementation of the values were followed with sweeping actions on pornographic materials (pictures and videos) on the students' cellphones. When the teachers found pornographic materials on students' cellphones then they gave them advice and invited their parents to school. In the case of university students who broke the rule, their cellphones were confiscated until their parents redeemed them and they were asked to promise not to do that again. (Extracted from Focus Group Discussion with principals and career and ounseling teachers at each schools in 2016).

### **3.2. *The challenges for preventing rape***

There are two challenges of school for preventing rape. First, the school's willingness to build critical awareness of all students, teachers, employees and parents by formulating their vision, mission and strategy based on gender equality values; second, developing principles of conduct and integrating rape issue into their academic and non-academic activities.

#### **3.2.1 *The school's willingness to build critical awareness on gender equality values***

Based on the focus group discussion with school stakeholders, it was found that one of the biggest challenges in implementing school policies for preventing rape is the strong commitment to build critical awareness of all students, teachers, employees and parents by formulating the schools' vision, mission and strategies based on gender justice values. The visions and missions are used as references in having attitude and behaving to all of the schools' stakeholders in providing education services to their students.

The necessity of strong commitment is in line with what were stated by Grindle (1980), Van Metter & Van Horn (1975), Mazmanian and Sabatier (1983). Grindle (1980) claimed that the policy context, namely compliance and responsiveness have strong influence to the success of a policy implementation. According to Van Metter & Van Horn (1975) the support of the policy elites is very important in implementing a policy; and Mazmanian & Sabatier (1983) asserted that the ability of the statute to structure implementation through clear meticulous and consistent goals plays the role as guidelines to actors being involved both those who are within the executive institutions and those who are outside the institutions to produce policy outputs. In the context of organization, the direction is poured in the vision and mission of an organization and used as a reference to act.

The awareness about gender, especially in relation to actions to prevent rapes is necessarily built in all education stakeholders. This agrees with what Jewkes, et.al (2005) said that rapes happen because of patriarchal ideology where men's domination is higher. Rape is also used as a punishment act to girls and considered a power and authority symbol of men. Therefore, the unbalanced gender relation should be re-deconstructed to become balanced gender relation and schools play important role to implant this critical awareness.

The importance of schools in preventing rape was stated by Cabral & Rebecca Campbell (2013); Weist, et.al (2009); Ajuwon, et.al. (2004) and Shumba (2001). According to Cabral & Rebecca Campbell (2013), schools have a role as "a way out" for formal and informal help. Teachers and counselors are able to give their support and guidance formally to the victims and their parents by providing them with appropriate guidance for both law and medical services and sharing of their problems.

Weist, et.al. (2009) explained that education program on sexual violence prevention at schools becomes one of the ways conducted by the US government to decrease sexual violence level at schools through Sexual Harassment/Assault Prevention Program (SHAPP) which focused on preventing sexual violence covering intimidation, seduction, sexual harassment, rape and violence in juvenile dating-life. According to Weist, et.al. (2009), schools implementing SHAPP had better school climate than that of not implementing SHAPP, improves secure-feeling among the students and staffs, and decreases sexual harassment/assault and intimidation incidents at schools. The school's role was very important because the victims did not have sufficient knowledge about their rights when they reported the rape case (Ajuwon, et.al.,2004).

Shumba (2001) stated that rape prevention through schools was done by means of using (1) sex education, as part of the schools curricula and teachers' education should be obligated to elementary and secondary schools; (2) Children should be taught about various aspects of their cultural aspects such as values, norms, and faith; (3) Department of Education, Sports and Culture should conduct workshops, seminars and conferences to make teachers, students and parents realize what can be and cannot be categorized as violence to children within schools' curricula; (4) Students need to be aware of the impacts of HIV/AIDS when they were forced to have sexual intercourse and how they can protect themselves from the doers; (5) Schools have to give support service to the students who become the victims to help them cope with their problem.

#### **3.2.2 *Developing principles of conduct and integrating rape issue into their academic and non-academic activities.***

Based on the Focus Group Discussion it was found that schools' regulations were seen quite potential in preventing rape actions. The implementation of the schools' regulation covered obligation that must be obeyed and prohibition that may not be broken by applying leveled scores in punishment, from misdemeanors until

gross violations of which the punishment is the exiling of the students (the doers) from school or returned to their parents, for examples wearing sharp-colored lingerie will be punished by giving scores lower than impregnating a girl. The problem is there was no similar perception about factors triggering rape action and how to prevent that, for instance when the education stakeholders were asked about pornography they gave various answers. In the case at SMKN 2 Sragen, they defined pornography as “naked, starkly naked, whereas being naked is not considered pornography” (NN1-SMKN 2 Sragen). In the case at SMK Gesi, there was not an agreement yet among the education stakeholders about what is meant by pornography. Pornography category is based on the data of Health Institution, Civil Police Unit, and Public Health Center which have been doing socialization about pornography, porn-actions and sex education so far to schools (NN-2, SMK Gesi).

The regulation regulating about pornography is Act No 44 Year 2008. Many education stakeholders have not understood about it. Based on the regulation, pornography is a picture, sketch, illustration, photo, writing, voice, moving pictures, animation, cartoon, conversation, body movement, or any other message through any means of communication media and/or a show in front of public which bears porn or sexual exploitation breaking obscenity norms of the society. Based on the definition of pornography regulated in the Article 1 point 1 of Act No. 44 Year 2008 the definition of pornography is not merely based on stark nudity or partly naked, but the stressing is whether or not it bears obscenity or sexual exploitation breaking obscenity norms of the society. Even in being dressed-up completely or covered, obscenity or sexual exploitation can still be expressed through facial expressions, body languages or voices. The ones included into pornography are: sexual intercourse, deviating intercourse, sexual violence, masturbation, nudity or display expressing nudity, genitals or child pornography.

The practice of schools’ rules development integrating the issue of rape is in line with what Withey (2010), Moor (2011) and Ajuwon, et.al. (2004). According to Withey (2010), there should be clear regulation regarding rape and it should be socialized to public especially teenagers since they mostly have high curiosity about their opposite sex and things related to sex. Schools are considered one of the most effective institutions conveying materials about the regulation. Moreover, they can also give materials pertaining with sex education. The materials about gender equality is necessarily inserted into the curricula in order to execute it.

Meanwhile based on what Moor’s (2011) findings in Israel, it was stated that the formation of Association of Rape Crisis Center (ARCCI) was considered to be able to prevent rape. The center was founded with the main vision to donate and endorse to rape victims and conduct workshops on preventing rape conducted by a number of experts. The workshops materials cover information about coercions considered rape actions, differentiating normative and coercive sexual behaviors, social impacts caused by rape and the way how to cope with them and the role of alcoholic drinks, drugs and pornography which can stimulate rape action.

A study by Ajuwon, et.al. (2004) was very relevant with the necessity of schools for developing educational programs enabling teenagers to get sensitive towards the unjust and unequal gender, and realizing that coercions in any form cannot be accepted. In addition, female teenagers must learn to communicate what they experience and poured in the schools code of conduct about how to communicate without harassing one of the genders. The program will be a lesson to teenagers to identify the situation causing rape action.

#### 4. Conclusion

Responsive-gender educational services at High Schools is considered capable of preventing rape towards teenagers. This responsive-gender educational services was conducted through implementing gender-responsive schools management, such as providing responsive-gender lesson materials and trainings to teachers in order to understand gender equality and justice, compiling, executing and monitoring the implementation of responsive-gender schools’ code of conduct in order to create conducive schools’ environment to both male and female students while learning, and producing human resource development to manage gender-responsive schools. The comprehension about gender equality and justice values will make all education stakeholders not have potential to raise threats leading to rape actions.

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