

INDONESIA

GENDER RESPONSIVE PLANNING AND BUDGETING (GRB)

Information as of July 2024

GRB work applied at the following levels:

- ✓ National
- ✓ Subnational: local governments and villages

1. GRB IN THE COUNTRY

Brief summary

Indonesia is one of the Asia-Pacific countries that stands out for its implementation of Gender Responsive Budgeting (GRB). It began in 2000 with a Presidential Decree that obliged all government agencies to mainstream gender in their policies, programmes and budgets to eliminate gender discrimination. Since then, there has been a progressive evolution applying gender mainstreaming in government, both at national and subnational levels.

Indonesia's work on GRB stands out for many aspects: 1) Development of multiple regulations on GRB; 2) The institutionalization of tools with a gender focus applied in different stages of the budget cycle; 3) The performance budgeting software (KRISNA) that can track expenditures for gender equality; 4) Production of manuals that provide guidelines for GRB implementation at national and subnational level; and 5) Participatory practices of GRB (only at local level) in communities where civil society participates in budgeting.

The government's GRB strategy is also unique in the following aspects: 1) Development of a National Strategy for GRB; 2) Introduction of GRB in the Medium Term National Development Plan Framework; 3) Its use of piloting new GRB practices. Some tools, such as the gender budget statements (GBS), were first piloted before their expansion; and 4) Progressive improvement of different GRB practices.

Historical timeline and key GRB milestones

2000: Presidential Instruction on Gender Mainstreaming (INPRES No.9/2000). This presidential decree opened the way to the future institutionalization of GRB. It states that gender mainstreaming is “an inseparable and integral part of the functional activities of all government agencies and institutions,” and instructs national and regional governments to establish mechanisms to mainstream gender in their activities.

2000: GRB advocacy. The Asia Foundation, along with a few local non-government organizations (NGOs), engaged in participatory GRB practices at provincial level in 2000.

2004: The Anugerah Parahita Ekapraya Award (APE) acknowledged the commitment and role of ministries, agencies, and subnational governments in realizing gender equality through gender mainstreaming. The Ministry of Women’s Empowerment and Child Protection (MoWECP) has provided the APE awards since 2004.

2007: NGOs and engagement with parliaments. A Gender Budget Analysis Forum was founded by several NGOs and assisted several sub-national levels of government to collaborate with regional parliaments to implement GRB in the context of bottom-up planning consultations

2009: GRB tools mentioned in Decree N° 119: The Ministry of Finance (MoF) passed Decree N° 119 providing a framework for GRB at the central level of government. This regulation, which is regularly updated, mandates ministries and agencies to: 1) Perform gender analysis using a tool: the *Gender Analyses Pathway* (GAP). As part of the GAP process, ministries and agencies are expected to “tag” (or identify) the allocation of funds that would address gender inequality. The programme is incorporated into the performance budgeting software (KRISNA), which was developed by the National Development Planning Agency (Bappenas), the MOF and the Ministry of Administrative Reform; and 2) Prepare gender budget statements using a common format, which comprises a gender situation analysis, objectives, an action plan, activities and associated budgetary allocations, outputs, performance indicators and anticipated impacts.

2009: GRB regulation. The Bappenas published a new regulation that stipulated the inclusion of gender equality indicators in the National Development Plan. Since then, the government has integrated gender equality into planning and budgeting.

2000-2010: Dialogue partners’ engagement: The Canadian International Development Agency (CIDA) provided assistance for GRB to Bappenas, the MoF and the (MOWECP). In addition, CIDA funded The Asia Foundation to implement the first GRB initiative. UNIFEM (today, UN Women) provided technical support to the MoWECP, and the UN Population Fund (UNFPA), assisted the Ministry of Health in developing its GRB

guidelines. The Ford Foundation has provided funding to GRB, and The Asian Development Bank supported a pilot GRB initiative in the district of West Bandung.

2010: Gender approach in the Medium Term National Development Plans. Since 2010, these plans include gender-based targets from various ministries and institutions. Gender mainstreaming is one of the three cross-cutting principles.

2012: National Strategy to Accelerate Gender Mainstreaming through Gender Responsive Planning and Budgeting (2012–2014). This was a joint effort of what are termed the four “drivers” of gender mainstreaming: Bappenas, the MoF, the MoWECP, and the Ministry of Home Affairs (MoHA), which work with subnational entities. There are equivalent initiatives in local governments and villages.

2015: Gender responsive climate change budgets have been developed in several government ministries, including the Ministry of Environment and Forestry. Gender responsive climate change budgeting makes use of the KRISNA system through joint tagging of the items under both the gender responsive and the climate change tags (there are two tags for climate: one for climate change mitigation and one for climate change adaptation).

2017: GRB guidelines: The MoWECP published *GRB Monitoring Guidelines for Ministries and Agencies*.

2021: GRB Guidelines: Bappenas published *Guidelines on Gender Responsive Budgeting*.

2020-2023: Engagement of dialogue partners: In recent years, several international organizations have carried out capacity-building and diagnoses on the state of GRB in the country, among them an assessment by the Public Expenditure and Financial Accountability (PEFA) programme of the gender responsiveness of public financial management (2020), an evaluation conducted by the US Agency for International Development (USAID) (2022), and a participatory GRB assessment in the field of women, peace and security conducted by UN Women (2023).

Key actors and roles played

Government actors

- **Ministry of Finance (MoF):** Its functions include:
 - Creating a Legal Framework for the budgeting process, ensuring that GRB is included in the budget circular on budget formulation;
 - Integrating GRB into the budget and policy formulation processes;
 - Together with Bappenas, reviewing budget documents from line ministries to ensure they include a gender analysis.

- Ministry of National Development Planning (Bappenas): Functions include:
 - Capacity-building;
 - Coordinating the GRB technical assistance pool to support the planning and budgeting staff of the pilot sectors/ministries;
 - Organizing the annual presentation of GBS to Parliament.
- Ministry of Women’s Empowerment and Child Protection (MoWECP): Functions include:
 - Coordination at central and subnational government levels;
 - Capacity-building of line ministries and regional governments to introduce GRB into their programmes and activities;
 - Providing technical assistance to line ministries and regional governments to undertake gender analysis using the Gender Analysis Pathway (GAP) model and to report the GBS;
 - Encouraging ministries and regional governments to practise GRB;
 - Encouraging and supporting line ministries to undertake GRB.
- Ministry of Home Affairs (MoHA): Building capacities of staff to support and coordinate local level work on GRB.
- Ministry of Administrative Reform, developed the performance budgeting software (KRISNA), along with Bappenas and the MoF.
- Line ministries and gender focal points (GFPs): The line ministries and GFPs are responsible for undertaking gender analyses and integrating gender concerns into the respective ministries’ plans.
- The National Statistics Office produces and publishes sex-disaggregated data.

Non-government actors

- Dialogue partners and multilateral organizations: The Asian Development Bank (ADB), UN Women (formerly UNIFEM), USAID, and the World Bank, as well as other development partners such as the governments of Norway and Canada, have provided support to GRB, especially in the fields of knowledge management, evaluation and capacity-building.
- Civil society organizations: The Asia Foundation and local NGOs, supported by international dialogue partners, have played an important role in promoting GRB initiatives at subnational levels.

2. GENDER RESPONSIVE POLICIES & SPECIFIC GRB POLICIES

GRB policies, plans and strategies

- [National Strategy for Accelerating Gender Mainstreaming through Gender Responsive Planning and Budgeting \(2012–2014\)](#);
- The Medium Term National Development Plan for 2020-2024.

Public policies and laws relevant to gender equality

Public policies:

- Gender Policy 2020 – 2023;
- [The National Action Plan for Protection and Empowerment of Women and Children in social conflict 2020-2025 \(RAN P3AKS\)](#), video description – English text unavailable.

Laws:

- Legislation of domestic violence (2004), victim protection (2006), anti-trafficking (2007) and other laws to address gender discrimination ([available online](#));
- Government Regulation No. 23, 2018 regarding the New Scheme of Income Tax, whereby tax rates for small and medium businesses are reduced to 0.5 per cent, which is seen as aiding women disproportionately;
- Regulation of the Minister of Finance No. 22, 2017 regarding Ultra-Micro Financing. Most of these borrowers are women owners of small and medium-scale home businesses. The access to small-scale capital financing further provides opportunities for small and medium scale businesses that thus far have faced difficulties in accessing finance from banks.
- Regulation of the Minister of Marine Affairs and Fisheries No. 40, 2014 regarding Public Participation and Empowerment in the Management of Coastal Areas and Small Islands. Article 4 sets out that all people should have equal opportunity to take part in the management of coastal areas and small islands in the planning, implementation and supervision phases.
- Regulation of the Minister of Public Works No. 03, 2014 regarding Guidelines on the Planning, Provision and Use of Pedestrian Infrastructure and Facilities in Urban Areas. This regulation sets out that pedestrian networks are to be included in Regional Regulations. Such pedestrian networks should accommodate the needs of people with disability, and senior citizens, and should be child-friendly, with the width of sidewalks taking account of the amount, mobility and characteristics of the users.
- Regulation of the Minister of Public Works and Public Housing No. 14, 2017 regarding Accessibility Requirements for Building Constructions. This regulation sets out provisions on accessibility facilities for all groups of people, such as ramps, railings, toilets, parking spaces, breastfeeding rooms, children’s playgrounds and signs.

3. GRB IN THE BUDGET PROCESS

Financial laws and budget regulations relevant for GRB

The following budget regulations are available at the [MoF website](#):

- Presidential Instruction 9/2000: Promoted gender mainstreaming in planning and development for national and subnational governments;
- Law 17/2003: Promoted performance-based budgeting;
- Law No. 10/2008 requires a minimum of 30 per cent of women's representation in the national parliament;
- MoF decrees on Guidance for Annual Working Plan and Budget since 2009;
- Presidential regulation 5/2010 on Midterm National Development Planning with gender mainstreaming;
- Law 32/2004 on regional governments and women's empowerment as an obligatory function;
- MoWECP – Regulation No 4/2014 on Guideline on Monitoring of Planning Implementation and GRB for Local Government;
- Regulation 38/2007 on division of functions between national and subnational governments and women's empowerment as an obligatory function;
- MoF – Regulation No. 119/2009 regarding Guidelines on the Preparation and Review of the Work Plan and Budget of State Ministries and Agencies.

Gender responsive budgeting tools used by the Government

Ex-ante GRB tools

- Gender Analysis Pathway (GAP);
- Gender Budget Statement.

Tracking tools for gender equality

- The performance budgeting software (KRISNA) allows tracking expenditures for gender equality. The gender responsive budget is measured and quantified based on the allocated budget verified by the GBS and tagged in KRISNA.

Ex-post GRB tools

Two main monitoring and evaluation mechanisms:

- 1) The Anugerah Parahita Ekapraya (APE) award. The MoWECP measures the progress in gender mainstreaming through several indicators, and awards ministries and agencies (and local governments) for their performance.
- 2) Monitoring and evaluation on GRB implementation is integrated in the regular government approach.

Gender responsive budgeting manuals linked to the budget process

- [Guidelines for Mainstreaming Gender and Social Inclusion in Climate Change Projects \(MOF, 2021\)](#);
- Guidelines on Gender Responsive Budgeting (Bappenas, 2021);
- GRB Monitoring Guidelines for Ministries and Agencies (MoWECP, 2017).

Budget transparency and accountability

- Sufficient budget transparency ([OBI Score 2021](#)): 70/100 (Substantial: Sufficient);
- Aggregate budgets of individual ministries available on public platforms: Yes ([MoF website](#)).

4. AVAILABILITY OF SEX- DISAGGREGATED DATA FOR GRB

Sex-disaggregated data in national statistics, administrative data, other data producers

- [National Statistics Office: Badan Pusat Statistik \(BPS - Statistics Indonesia\)](#) (limited sex-disaggregated data)¹;
- Gender sensitive indicators published by Bappenas in its [website](#);
- Compilation of gender profiles in 30 provinces.

5. INSTITUTIONAL MECHANISMS

Institutional mechanisms to promote and accompany the implementation of budgets with a gender focus (i.e. GRB Committees, GFPs)

- GFPs /cells set up in line ministries;
- Gender Mainstreaming Working Group;
- Annual meetings are held between GFPs and MoWECP.

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ⁱ According to assessments by: PEFA (2020), USAID (2022), and UN Women (2023).