

# **INDONESIA**

## **QUESTIONNAIRE: INDONESIA**

### **PART ONE: OVERVIEW OF ACHIEVEMENTS AND CHALLENGES IN PROMOTING GENDER EQUALITY AND WOMEN'S EMPOWERMENT**

#### **Major Achievements**

##### **1. The policy on gender equality and empowerment**

The policy on gender equality and empowerment of women has been adopted at several levels:

- a. at the international and national levels, through the ratification of the UN Convention on the Elimination of All Forms of Discrimination against Women with Law Number 7/1984;
- b. at the national level, through the People's Consultative Assembly (the highest political body in Indonesia) Decree Number IV/MPR/1999 on the Broad Guidelines of State Policy 1999-2004;
- c. the establishment of National Machinery for the Advancement of Women with the Presidential Decree of 1978;
- d. Law Number 25/2000 on the National Development Programme;
- e. Presidential Instruction Number 9/2000 on Gender Mainstreaming in National Development;
- f. National Action Plan for the Elimination of Violence Against Women;
- g. the inclusion of gender-mainstreaming policy in 38 programmes of the National Development Programme (2000-2004);
- h. Law Number 23/2002 on Child Protection;
- i. Presidential Decree Number 87/2002 on National Plan of Action on Eradication of Child Commercial Sexual Exploitation;
- j. Presidential Decree Number 88/2002 on National Plan of Action on Elimination of Trafficking in Women and Children;
- k. Law no. 12/2003 on General Election in which each political party participating in a general election should consider at least 30% of women representation in the nomination of its members of national, provincial and local representative council.

##### **2. The implementation of policy at the national, provincial and regency levels**

#### **National level**

- a. At present, there are 38 gender responsive programmes in the National Development Programme (2000-2004). The areas are on Law Development; Economic Development;

Labour, Agriculture, Cooperatives and Small and *Medium* Enterprises; Political Development; Education Development; Socio-Cultural Development: Health; Social Welfare and Family Planning; National Resources Development and Environment.

- b. Gender focal points have been set up in more than 10 related ministries to coordinate the implementation of the policy. The National Working Group on Gender coordinated by the Ministry of Women Empowerment has also been set up with membership from various ministries to discuss gender issues and implement Presidential Instruction No 9/2000 on Gender Mainstreaming.
- c. Compilation of gender profiles in 30 provinces (including gender disaggregated data) and the establishment of website <http://www.menegpp.go.id> for internal and external networking.

### **Sub-national level (provincial, regency)**

- a. In cooperation with the Ministry of Home Affairs and the Women Empowerment Ministry, a circular has been passed to establish women's bureaus at the provincial and district/regency levels to coordinate the implementation of policies and to monitor and evaluate policies and programmes. At the moment there are more than 14 bureaus established at the sub-national level. Provincial and regency working groups on gender mainstreaming have also been formed as consultation forums for gender implementers and motivators.
- b. Thirteen provinces and 130 districts have given priority to policies/programmes on gender mainstreaming, elimination of violence against women, income generating activities for women, women in politics, maternal mortality reduction, reproductive health and family planning, and gender profiling through annual regional budget allocations.
- c. Other measures to facilitate the provincial mechanism are: Capacity building (that is, gender sensitization and gender analyses and gender budgeting training) for the focal points and officials of related sectors including NGOs and the Women Studies Centre on gender mainstreaming concepts and analysis; compilation of gender-disaggregated data to be used for gender analysis; empowerment of the Regional Development Agency as the gate keeper for gender responsive planners; financial support for the operation of the bureaus (to be used for training on gender analysis, on gender and children concepts, gender data, regional meeting on gender mainstreaming, institutional strengthening etc).
- d. From the period 2000-2004, 25 provinces inserted gender equality and women empowerment policies in their Regional Development Planning documents (five have not) and nine provinces have conducted Regional Coordination Meetings on Gender, as well as workshops on gender responsive regional development planning, gender analyses training.

### **3. Monitoring and Evaluation National Mechanism**

To monitor and evaluate the implementation of policy, an annual national coordination meeting is conducted chaired by the Minister of Women Empowerment. Those who participate are high-ranking officials from related ministries, women's studies centres, NGOs

and the private sector, at the national and sub-national levels.

At regional level, regional authorities chaired by Vice Governors who are in charge of women empowerment, round table discussion and reporting will also conduct monitoring activities.

## **Obstacles**

1. Various socio-cultural norms in society still hinder the achievement of gender equality and equity and the advancement of women;
2. Gender-biased laws, regulations and policies;
3. Lack of gender sensitivity of relevant government officials pertaining to planning, monitoring and evaluation at the central and regional levels and lack of knowledge in implementing gender mainstreaming;
4. Lack of analysis of disaggregated data and in some parts lack of disaggregated data in various sectors;
5. Lack of support and concern of regional parliaments on gender issues and women empowerment programmes;
6. Misinterpretation of religious teachings on gender equality and equity concepts;
7. Resistance among women themselves against women empowerment policies and programmes;

## **PART TWO:           PROGRESS IN IMPLEMENTATION OF THE CRITICAL AREAS OF THE BEIJING PLATFORM FOR ACTION AND THE FURTHER INITIATIVES AND ACTIONS IDENTIFIED IN THE TWENTY-THIRD SPECIAL SESSION ON THE GENERAL ASSEMBLY**

### **Women and Poverty and Women and Economy**

Poverty reduction is the main priority in the 2000-2004 National Development Programme. Based on Law Number 25/2000 on National Development Programme, three approaches have been undertaken to address the issue of poverty, namely (a) provision of basic needs such as food, basic health services, education and shelter for the poor; (b) development of business ethos among the poor; (c) development of social protection and insurance for the poor. The main target groups are the poor, deprived children and the handicapped.

Accordingly, the Committee on Poverty Reduction has formulated the following policies targeting the poor: (a) opportunity creation; (b) community empowerment; (c) capacity building and (d) social protection.

With regard to women and the socio-economy, gender equality and equity as well as women empowerment, the policies designated are:

- a) In the economic field: (i) to increase the access of the micro-level groups to credit; (ii) *to provide incentives (facilitating the acquisition of business licenses; eradication of high-cost economy;* (iii) to determine provincial minimum wage standard; (iv) to provide social

protection for informal sector workers.

- b) In the social field: (i) to develop social protection for the poor; (ii) to enhance human resources quality through education and health; (iv) to strengthen organization and institutional mechanisms, social economy and culture; (iv) to reduce the gender gap, including gaps in terms of the quality of life in national development.
- c) In the political field: (i) to increase the institutional strengthening of local community organizations in democracy development, participation and conflict resolution in building community resilience.

The above policies target the poor who are mostly women.

In order to assist micro and small enterprises that are mostly managed by women, the Central Bank of Indonesia has developed a Business Plan with a budget of Rp.7.5 trillion (around 7 million dollars). To facilitate this scheme, the Poverty Alleviation Committee has signed a Memorandum of Understanding to form a task force to empower the Financial Partnership Bank Consultant who acts as the mediator between the entrepreneur and the Bank. Another policy is the signing of Memorandum of Understanding between the Coordinating Ministry of the People Welfare and the Central Bank of Indonesia to increase the accessibility of women in the informal sectors to fresh funds.

The State Ministry of Women Empowerment has also signed several memorandums of understanding with the Mandiri Foundation, Indonesian Women Business Association, Unilever, the National Cooperatives Council, all of which provide technical assistance, including skills, sales, marketing and promotion training, as well as credit/loan facilities to micro and small enterprises.

To increase the income-generating capacity of the poor family, the Government provides training and apprenticeship opportunities to promote the management and technical capabilities of families involved in the productive economy programme through the Income Enhancement Program of the Prosperous Family (UPPKS). Most of the group's members are women and family planning acceptors.

In order to provide services to poor families, unregistered and living in refugee areas, the Government has designed an intervention programme, namely the Emergency Reproductive Health Programme, funded by UNFPA in four provinces (West Java, West Kalimantan, East Nusa Tenggara and East Java)

Poor women who are school drops outs and illiterates can participate in a new model of educational development entitled Life Skills adopted to the needs of the target groups, using an appropriate curriculum. The Government has also prepared a manual on implementation of skills education for home/domestic workers.

The Ministry of Home Affairs in 2002/2003 implemented the Programme on the Empowerment of Heads of Families with special focus on poor women-headed households in four provinces i.e. Nanggroe Aced Darussalam, East Nusa Tenggara, Central Sulawesi and West Java. There are 3,395 women-headed households spread out in 85 villages, 15 sub-districts and 11 districts in

the four provinces

## **Education and Training**

Indonesia has made substantial progress in promoting gender equality in education. This is shown, among other things, by the improvement of the ratio, participation and literacy of women as compared to men, women's contribution in the non-agricultural sector, and the increased participation of women in politics and legislative activities. A Nine-Year-Compulsory Education programme for children has also been introduced. There is gender equality in basic education, and women's participation in junior high school has increased by more than 100 percent. However, there is a gender gap at the senior high school level and at higher educational levels (universities etc). There are various reasons for the limited number of women enrolled at this level, among them being the distance from schools, early marriage, limited access, and limited number of schools. Gender segregation in faculties also occurs.

Presidential Instruction Number 9/2000 on Gender Mainstreaming in National Development is the main policy and strategy introduced to reduce the gender gap and eliminate discrimination against women. The decree requires all relevant government sectors to mainstream gender in their respective mandates, from the planning to monitoring and evaluation stages, to reduce the gender gap and to eliminate discrimination against women. Accordingly, the Ministry of National Education has developed Gender Mainstreaming Programme of Action. Its main features include:

- a. The establishment of a Gender Working Group in Education with membership from various governmental and non-governmental organizations.
- b. Provision of gender budgeting in education with a steady increase each year.
- c. Gender analysis in education.
- d. Revision of textbooks and illustration to make them more gender sensitive.
- e. Advocacy, socialization and capacity building for those involved in education.

The State Ministry of Women Empowerment has followed up the implementation of the Presidential Decree No 9/2000 on Gender Mainstreaming in National Development with various activities, such as capacity building for officials of relevant government sectors including the Ministry of National Education (through training, advocacy and gender sensitization), round-table discussions for high ranking officials and legislators, women's studies centres, production of a manual on gender mainstreaming, assessment, provision of stimulant funds, monitoring and evaluation.

In order to increase the capacity and capability of women's organization, the State Ministry has conducted leadership and management training for members of women's organizations, provincial and district related government officials. Modules for promoting gender equality in the family have also been prepared to give children an understanding of gender equality concepts from an early age. A manual on the promotion of skills for inadequately educated and poor women has also been prepared in order to equip them for better employment.

Community organizations and women organizations have actively participated in activities to facilitate the provision of educational services, including training, for women at the grass root

level. Other target groups such as the drop out, the poor and the illiterate are facilitated through the Life Skills education model, adapted to their needs and their condition.

## **Women and Health**

Based on 2003 data, maternal mortality in Indonesia has decreased noticeably from 340/100 thousand live births to 307/1000 thousand live births, albeit still the worst amongst the ASEAN countries. There have been various efforts and endeavours implemented, both by the Government and NGOs, to reduce maternal mortality. For example, the Government has introduced Presidential Instruction Number 9/2000 on Gender Mainstreaming in National Development with its manual instructing all government sectors from the central to district level to integrate gender perspectives into their planning, monitoring and evaluation stages. The Ministry of Health has formed focal points and working groups to implement the Instruction.

The focus of the policy on family health is intended to provide health services to women/mothers and young children (at present only 14 percent of children have access to health treatment through Integrated Health Services, Early Child Care Development, Play Groups and Nursery/crèches). In order to continue reducing the maternal mortality rate in Indonesia, the Government has set up village clinic posts, Integrated Health Services to provide services to pregnant women. The Mother Friendly Campaign and Making Pregnancy Safer and Alert Husband movement have been intensified to mobilize all social strata to care and show concern for pregnant women's well being, covering the stages of pregnancy, birth delivery and post partum and to extend necessary assistance and support to mothers through readily available health facilities.

In general, measures taken to improve the health status and reduce maternal mortality and increase the rights of women in reproductive health include the following (a) improving reproductive health services; (b) improving basic and referral health services; (c) reducing chronic energy deficiency; (d) reducing anemia of women at reproductive age, including the pregnant, delivery and post partum periods. These are executed through various activities as follows: (a) the provision of detailed Information, Education and Communication tools, (b) capacity building of related officials, (c) counselling, post partum services, increased knowledge of maternal and child health, and birth delivery treatment by trained health officials; (d) promoting men's understanding of their roles and responsibilities with regard to respecting the human rights of women; (e) protecting women's health, including supporting their partners' access to sexual and reproductive health services; (f) preventing unwanted pregnancy; (g) reducing transmission of sexually transmitted diseases, including HIV/AIDS; (h) sharing household and child-rearing responsibilities and promoting the elimination of harmful practices, and (i) other gender based-violence, ensuring that girls and women are free from coercion and violence.

## **Women and Human Rights, Violence against Women and the Girl Child**

Through its policy formulation and implementation, the Indonesian Government has put forward the efforts to eliminate the violence against women as one of its priorities. Soon after the May incident in 1997, the Government established a Fact Finding Team to investigate alleged acts of

violence against women and the National Commission on the Elimination of Violence against Women, also known as the National Commission on Women. This was in response to the need to promote women's human rights as an integral part of universal human rights. Several initiatives have been designed to address violence against women in general, including domestic violence.

The measures undertaken are:

- a. Joint Declaration between GOs and NGOs on the Elimination of Violence against Women and the launching of "Zero Tolerance Policy on Violence against Women";
- b. Law Number 23/2002 on Child Protection;
- c. Presidential Instruction Number 87/2002 on the National Plan of Action on the Elimination of Commercial Sexual Exploitation of Children;
- d. Presidential Instruction Number 88/2002 on the National Plan of Action on the Elimination of Trafficking in Women and Children;
- e. The setting up a One Stop Crisis Centre (hospital-based) and NGO-managed Crisis Centres (community-based) to help victims in Jakarta and other provinces;
- f. The setting up of Special Treatment Units at police stations in almost all provinces in Indonesia;
- g. The setting up of Hotline services and emergency services units by NGOs and private agencies/foundations;
- h. Women Protection Assistance Institution managed by Women NGOs acting collectively as the mediator between the community and the police in terms of violence against women; encouragement of the police to empower women police in managing women's and children's issues; strengthen the networking in handling the issues;
- i. Model of Integrated Women Services in three provinces to respond to the aspirations and needs of women to be empowered

## **Women and Armed Conflict**

There are some parts of Indonesia that have been experiencing ethnic and armed conflicts resulting in an adverse impact on development and forcing an increased number of women and children, in particular, as the main victims of the conflicts to take flight. They have become internally displaced persons or refugees. The total number of refugees up to 2002 numbered 1.3 million. To assist the IDPS, the Government, in collaboration with private agencies and community organizations, has adopted several measures (including returning to their hometowns, empowerment and relocation) to help these unfortunates. For those willing to be relocated, they are provided with adequate housing, some money and public facilities by the provincial government. The Government also makes available about US \$50 to help them start afresh. To coordinate the implementation of the refugees' needs and the formulation of policies and programmes, the Government has set up a National Coordination Agency on Natural Disaster and IDP's at the central and provincial levels.

With regard to the empowerment of women who have been victims of the ethnic and armed conflicts, religious non-governmental organizations have conducted training, previously for three small groups of women of three different religious persuasions, but later on expanded it to a much bigger group. The objective of training is to support them physically and psychologically.

There are male inputs later on in the training programme.

### **Women and Decision Making**

The representation of women in the bureaucracy appears to be on the increase, although they are still filling very low-level decision-making positions. Of the total number of 4.4 million public servants in the bureaucracy in 2000, 35 percent are women while the number of women holding decision-making positions in the bureaucracy is estimated to be 11 percent altogether. In the legislative field, the total number of women representatives is around 9.2 percent according to a 1999 election calculation, which represents a drop from 11.2 percent in the previous election. The number of women representatives in regional legislative bodies is even lower, only 6 percent. The number of women at judicial level is also low when compared to men.

In order to increase the number of women in bureaucracy, the Government has conducted advocacy, gender sensitization among all relevant government sectors, up to and including legislative and judicial levels. IEC on gender equality, communicated through the mass media, has also intensified to change the paradigm of the community resulting in persistent gender inequality between men and women. Programmes to improve the quality of women's life are also being promoted at the national and provincial levels. In order to increase the representation of women in political parties and on legislative bodies, the Government has passed Law Number 12/2003 on General Election specifically article 65 which calls for thirty percent of candidates of political parties to be women. The 2004 General Election saw earnest attempts to give life to the 30 percent allocation on legislative bodies, the results of which have not yet been acknowledged.

### **Women and Media**

The portrayal of women by the media is usually negative and causes adverse impacts on the process to empower women in general. Thus, in order to sensitize the media on gender issues and gender needs, the Government has carried out several activities namely:

- a. Media orientation programme designed to increase the knowledge of journalists, reporters, editors etc on gender issues and encourage gender equality opinions throughout the electronic and print media;
- b. Communication forum with the media (including radio, television) to discuss gender issues, such as pornography in the media, its impact on women and society, and its effect on women empowerment programmes;
- c. Dialogue and Public Debate on the anti-pornography draft law with media people, community and religious organizations and women's organizations;
- d. Formulation of media manual to provide guidance on treatment of gender-sensitive news;
- e. IEC on women children.

### **Women and Environment**

The Government pays serious attention to the issue of women and the environment. This has been made clear through the launching of a National Movement on Environment Care in 2000



with members from various government agencies and non-governmental organizations concerned with environment preservation and conservation.

To promote gender-sensitive perspectives on the environment, the Ministry of Women Empowerment signed a memorandum of understanding with the Ministry of Environment in 2002 the main objectives of which are to (a) stimulate concern about and the integration of gender perspectives into government policies and programmes on the environment and sustainable development, particularly in the implementation of national plans of action related to international conferences on women and environment; (b) to interlink and strengthen machinery at the national, regional and international levels to appraise policies and programmes on women empowerment; (c) to disseminate gender equality concepts and conduct gender analyses on policies and programmes pertaining to environment management. The achievements obtained as a result of the MoU include (a) formulation by the Ministry of Environment of a national plan of action on women and environment in its 2004 annual plans; (b) promote gender sensitization among all officials of the Ministry and conduct gender analysis of the policies and programmes on women and environment; (c) involve women studies centres in formulating gender responsive policies and programmes. Other related measures being conducted include analysis on women's potential to manage the environment, IEC on women and environment, a manual on women and environment, the planting of 1000 trees, technical assistance to women NGOs concerned with environment, development of female eco-friendly programmes for radio and the formulation of a manual on gender responsive planning and implementation in environment.

### **PART III: INSTITUTIONAL DEVELOPMENT**

The commitment to achieve gender equality and justice was inserted in the 1999 Broad Guidelines of State Policy which specifically emphasizes the importance of improving the status and role of women through an institution capable of carrying out national policy on women's empowerment leading to the realization of gender equality and justice. However, various efforts have been carried out since 1978, with the setting up of the Ministry of the Status and Role of Women which was converted in 1999 to the Ministry of Women Empowerment (Decree of People's Consultative Assembly Number IV/1999, Presidential Decree Number 101/2001 on Functions and Mandates of the State Ministry of Women Empowerment). At the international level, the government's commitment is revealed through its ratification of the UN Convention on the Elimination of All Forms of Discrimination against Women with Law No 7/1984. The Government reconfirmed its commitment in 1995 by accepting wholeheartedly the Beijing Declaration and Platform for Action.

The Broad Guidelines of State Policy evolved later into the Five Yearly National Development Programme (Propenas) 2000-2004, regulated under Law No 25/2000. The Propenas was further refined to become the Annual Development Plan subject to national regulation (for 2001 the Annual Development Plan was regulated under Law No 35/2000; for 2002, under Law No 19/2001; and for 2003, under Law No 29/2002). Since "Propenas" and "Repeta" are regulated by law, all the concerned stakeholders must abide accordingly by the relevant laws, including in the implementation of gender mainstreaming and women empowerment programmes such as the Beijing Platform for Action and CEDAW. The importance of gender mainstreaming has been strengthened with the issuance of Presidential Instruction Number 9/2000 on Gender

Mainstreaming in National Development, requesting all government agencies at the national and sub-national levels to integrate gender perspectives into the planning, implementing, monitoring and evaluation of policies/programmes/projects and activities of the ministries/non-departmental government agencies, governors, and mayors. To facilitate this, several measures have been conducted to (a) facilitate gender mainstreaming in religious sectors, education, culture and tourism, law, politics, economy, labour force, agriculture and human rights, health, social welfare and technology; (b) encourage the involvement of women studies centres in gender mainstreaming in provinces; (c) stimulate round table discussions among high level executives and legislators; (d) *produce* a manual for gender focal points; (e) bring about expert group meetings on gender and (f) evaluation of the implementation of gender mainstreaming along the lines of the “Propenas”. At the provincial level, there are (a) small funds for women empowerment and gender mainstreaming programmes, (b) study on model for gender mainstreaming institution; (c) model of the gender issue in planning; (d) formulation of stimulant funds at the provincial and district levels; (e) workshop on gender responsive regional planning; and (f) coordination meeting on gender mainstreaming. The implementers at the provincial and district levels are Bureaus/Division of Women Empowerment of the regional/ districts governments, supported by the local government agencies, women studies centres and non-governmental organizations. At the moment, there are about 16 provinces with government institutions to coordinate women empowerment and gender equality policies and programmes supported by 94 women studies centres and non-governmental organizations concerned with gender issues.

Implementation of the National Development Programme is being executed in 38 gender responsive development programmes. This is being done in law (which relates to laws and regulations which are still gender biased), in the economy (in particular labour), education (in particular basic education and pre-school, junior-high school) and socio-culture (in particular health, nutrition, family planning, social welfare, agriculture, cooperatives), in the environment, and in politics. The government, in collaboration with non-governmental organizations and gender experts, has developed several measures to ease the implementation of gender mainstreaming in government agencies. There has been development of a gender analysis pathway, based on which there has been (a) the development of policy outlook and action plans from 9 development sectors namely labour, education, law, agriculture, cooperatives incorporating small and medium-sized enterprises, health, social welfare, family planning and environment; and (b) development of gender indicators (quantitatively and qualitatively). A national coordination meeting with all stakeholders is held annually to review and appraise the implementation of the Beijing Platform for Action and CEDAW.

The National Development Programme or “Propenas” has been further elaborated in the Master Plan *for* Women’s Empowerment, Master Plan of Welfare and Protection of Children as well as the Strategic Plan of the State Ministry of Women’s Empowerment 2001-2004. The Strategic Plan is the State Ministry’s four-year plan for pursuing full gender equality and justice and full promotion of the welfare and protection of children.

The Strategic Plan is aimed at:

- a. improving coordination among the related ministries to generate various policies,

programmes and activities supportive of the concretization of gender equality and justice and the promotion of the welfare and protection of children

- b. increasing the number of networks and the quality of networking of institutions and organizations involved in gender mainstreaming activities
- c. the empowerment of women and children's welfare and protection
- d. improving the quality of the system and networking information on gender and children
- e. advancing the capability of the State Ministry for Women's Empowerment

#### **PART IV: MAIN CHALLENGES AND ACTIONS TO ADDRESS THEM**

The remaining key challenges are the lack of knowledge and understanding of the community, including women's indifference to their own empowerment and gender equality concepts; as well as the lack of government support to institutionalize CEDAW and the Beijing Platform for Action in their respective policies and programmes (in terms of appropriate mechanisms for implementation, policies and budget) at the national and sub-national levels.

Future actions will be to evaluate the existing policies and programmes to empower women for the achievement of gender equality and the methodologies used in advocacy and facilitation. The other measure is to strengthen reporting mechanisms of the CEDAW and Beijing Platform for Action from the national to the sub-national levels and to deepen coordination among stakeholders.