GENDER ANALYSIS (SUMMARY)¹

A. Progress and Key Challenges

1. Indonesia has made progress toward gender equality and women’s empowerment, especially in closing the gender gaps in education, passing gender-responsive legislation, and improving women’s economic and political participation. The gains have resulted in improved incomes and access to basic services such as education, health, water supply, and sanitation. However, progress has been uneven, with maternal mortality remaining stubbornly high at 228 per 100,000 live births, female unemployment rates higher than that of males, higher female dropout rates at junior secondary level, lower participation rates in the formal labor market, and limited representation in public office and local governance structures. While formal legislation promotes gender equity, in reality secular laws coexist with religious and customary practices that reinforce traditional and stereotyped views and attitudes of male and female roles. Indonesia’s gender inequality index (GII) is 0.505 and its Human Development Index (HDI) value is 0.617.² Indonesia is ranked 100 out of 146 countries in GII while the Philippines is ranked 75 and the People’s Republic of China is ranked 35.

2. Economic empowerment. Female participation in the labor force is 52% compared with 86% for men. Only 28% of working-age females are currently working in the formal sector and of these, 40% are employed in agriculture, followed by wholesale and retail (22%). The services sector accounts for 48% of the total female labor force. About 2 million women are dependent on employment in low wage-based, labor-intensive industries—resulting in few employment prospects for young women in the manufacturing industries.³ Average incomes of males are double those of females, and the female unemployment rate (10.8%) is still three percentage points higher than that of males. While women provide 75% of the farm labor, especially in rice production, extension services are typically limited to the male heads of households. Women’s access to economic opportunities and improved incomes in the rural sector is constrained by lack of access to credit and financial services. Lower education levels, limited access to training, and gender segregation of the labor market constrain women’s access to more equitable participation in the labor market. In addition, women’s access to land generally depends on their status as wives or daughters—they are likely to lose their land rights upon widowhood, divorce, or desertion, contributing to the structural inequality of women.

3. Education. Indonesia has almost achieved universal access to primary education and is on track for meeting Millennium Development Goal 2. In 2007, net enrollment in primary education was 98%, with boys’ enrollment at 100% and girls’ at 96%. At the junior secondary level, the net enrollment ratio drops to 61.6% with a slightly higher ratio for girls (62.4%) than boys (60.9%). The gender gap in school enrollment has been reduced to near parity at the national level. However, significant gender gaps persist in school dropout rates, especially at secondary levels. Girls are more likely to drop out of school than boys. In primary school and junior secondary, out of every 10 children who drop out, six are girls and four are

¹ This summary is based on Asian Development bank (ADB), the Asia Foundation, Canadian International Development Agency, National Democratic Institute, the World Bank. 2006. Indonesia: Country Gender Assessment 2006. Manila, with updated data and information.
boys. The gender gap slightly widens at the senior secondary level to seven girls dropping out for every three boys. In the secondary and vocational education sector, unequal access, poor quality of education, and ensuring alignment between training providers and industry demand for skills, remain key challenges.

4. **Health.** Indonesia has made slow progress in reducing the maternal mortality ratio, which remains at 228 deaths per 100,000 births. The adolescent fertility rate is 45.1 per 1,000 live births and twice the number of rural girls (15–19 yrs) are giving birth compared to their urban counterparts. A significant reduction in maternal mortality requires a strategic focus on increasing the percentage of facility-based deliveries and the use of contraceptives. Access to health facilities or professionally trained health personnel vary between regions and across socioeconomic groups. Women who deliver in health facilities have better access to emergency or referral care in case of complications. However, a majority of deliveries still occur at home (about 60%), with only one-third of births attended even by traditional birth attendants.

5. **Water supply and sanitation.** Key challenges in the sector are low levels of access and poor service quality. Only 48% of the population has access to safe water from improved sources, and disposal and treatment of sewage is available for less than 2% of the population. Every year, nearly 30% of the population suffers from waterborne diseases. Without access to water and sanitation services, women’s heavy work burden remains high with a double burden of collecting and storing water and taking care of sick children affected by waterborne diseases.

6. **Public decision-making and politics.** Women continue to lack sufficient political voice. Eighteen percent of parliamentary seats are held by women although laws passed in 2008 mandate a quota of 30% for women in political parties to foster greater political participation. The proportion of female officials in government institutions has also increased in all echelons. Women constitute 45.4 percent of the civil service, with 44.98, 46.78% and 48.07% women in echelons 2, 3 and 4 respectively. However, the top echelon (echelon 1) is mainly occupied by men. Only 9 percent women are working in echelon 1. Most women continue to occupy low-paying and low-skilled occupations.

7. Sector agencies often lack the resources and capacity to translate gender policies into concrete programs. Commitment to gender mainstreaming is limited, especially at the local government level. While the Ministry of Women Empowerment and Child Protection has the mandate to foster gender mainstreaming, efforts to encourage sector agencies to implement gender-responsive budgeting in program and projects have had mixed results. The process of decentralization also comes with a mixed bag of opportunities and challenges for Indonesian women. Some local governments have supported capacity development on gender issues for local government officials and created programs to promote women's rights. In other areas, decentralization has led to a resurgence of conservative religious interpretations of gender roles and discriminatory local customary laws.

B. **Government’s Gender Strategy**

8. The National Medium-Term Development Plan 2010–2014 (RPJMN 2010–2014) has identified three strategic priorities for enhancing gender equality and empowering women: (i) to improve women’s quality of life and their role in the development process by providing greater

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access of women to economic activities and decision-making processes, and improving stakeholders’ understanding of gender-responsive development; (ii) to improve the protection of women against gender-based discrimination and violence by improving and harmonizing the existing legal frameworks and providing adequate legal services for the victims of gender-based discrimination and violence; and (iii) to improve institutional capacity for gender mainstreaming and women’s empowerment, including integration of gender-responsive planning and budgeting in government institutions.

9. The Strategic Plan of the Ministry of Women Empowerment and Child Protection includes the following measures to mainstream gender in planning and budgeting in all line ministries and government institutions: (i) development of implementation guidelines for gender mainstreaming; (ii) provision and supervision of technical assistance to line ministries and government institutions to implement gender mainstreaming in their development programs and activities; (iii) establishment of gender mainstreaming networks; (iv) monitoring and evaluation of the implementation of gender-responsive programs and budgeting in line ministries and government institutions; and (v) improving the accountability of the management of the Ministry of Women Empowerment and Child Protection.6

10. Legal reforms have increasingly attempted to promote gender equality. Notable examples include Law No. 21/2007 on Anti-Human Trafficking; Law No. 2/2008 on Political Parties; and Law No. 10/2008 concerning General Legislative Election at the National, Provincial and District levels. In 2004, the Indonesian Parliament passed the Elimination of Domestic Violence Law, a progressive law that makes physical, psychological, and sexual violence (including sexual violence against a wife) and economic abandonment offences under the Act.

C. ADB’s Experience

11. In 2008, the Asian Development Bank (ADB) adopted gender mainstreaming as the key strategy for promoting gender equality and women’s empowerment. Gender issues were integrated across a range of sectors, through designing specific gender features and strategies to facilitate and encourage women’s involvement in the project and to ensure tangible benefits. Projects in education, rural development, and water supply and sanitation provide good illustrations of gender mainstreaming in ADB projects. The Decentralized Basic Education Project demonstrated that focusing on the poorest areas and investing in postprimary education for girls with targeted special measures (including remedial programs, assistance with transport, outreach activities, and equal access to training for female teachers) can be effective in increasing enrollments and keeping girls from poor and marginalized communities in school. The Decentralized Health Services projects improved access to and quality of maternal and child health services by upgrading maternal and emergency obstetric care services, timely referral, training of midwives as well as outreach programs to raise awareness and promote women’s health needs. The Nutrition Improvement through Community Empowerment Project is improving the nutritional status of pregnant and lactating women and children through community-based nutrition activities, largely led by women.

12. In rural development, the Community Empowerment for Rural Development Project provided women with microfinance resources for the first time, resulting in women’s increased financial independence and mobility, as well as a reduction of the number of households living

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below the poverty line. The Participatory Irrigation Sector Project shows that incorporating gender quotas on representation and participation of women in training on new technologies and in irrigation and water user committees improves the capacity and income of women farmers and ensures that local regulations reflect women’s needs.

13. The Rural Infrastructure Support to PNPM Mandiri Projects are ensuring that women are closely involved in the identification, design, and implementation of village infrastructure, including operation and maintenance and village decision-making groups. In water supply and sanitation, the Community Water Services and Health Project enhanced women’s decision-making capacities through setting targets for women’s representation in water user groups, community implementation teams, operation and maintenance, and health and sanitation promotion. In urban development, the Neighborhood Upgrading and Shelter Sector Project provided greater access to housing loans for women, and supported skills development for staff to plan and upgrade urban housing.

D. ADB’s Gender Strategy

14. Through the country partnership strategy, 2012–2014, ADB will make the following investments in gender equity in Indonesia (Table).

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<tr>
<th>Strategy 2020</th>
<th>Sector</th>
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<tr>
<td><strong>Core Areas of Operation</strong></td>
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<tr>
<td>Education.</td>
<td>The Polytechnics Development Project will address key constraints to female access to technical and vocation education, in particular in nontraditional quality skill development programs, greater alignment of women’s skills to labor market needs, and gender imbalances in institutional staffing and management.</td>
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<tr>
<td>Infrastructure.</td>
<td>Gender equity issues will be mainstreamed in the water supply and sanitation, rural development, and transport sectors. The Metropolitan Sanitation Management and Health Project and the Ibu Kota Kecamatan Water Supply Project will support women’s leadership roles in local decision-making processes related to water and sanitation investments, management, operation and maintenance, and greater health and hygiene awareness. The Rural Infrastructure Support to Program Nasional Pemberdayaan Masyarakat (PNPM) Mandiri Project will support women’s empowerment in community-driven rural infrastructure projects. The Neighborhood Upgrading and Shelter Sector Project Phase II will support women to articulate their needs and access shelter finance schemes and new housing, provided under the project. Gender-inclusive design in the Regional Roads Development Project II will include increased opportunities for women in civil and maintenance works and increased capacity of female government staff on technical infrastructure management issues.</td>
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<td>Environment.</td>
<td>The design of gender-inclusive projects in the natural resources sector is an integral part of inclusive growth and reducing gender disparity. Projects will be designed to strengthen women’s roles in the management and protection of forest, water, and coastal resources through the Flood Management in Selected River Basins Project, Integrated Citarum Water Resources Management Project, and Integrated Participatory Development and Management Project for Western Region of Indonesia.</td>
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<td>Public sector management.</td>
<td>The State Accountability Revitalization Project will support capacity development of female government staff in procurement, internal audit, and finance.</td>
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*Table 1: Investments in Gender Equity by Sector*

Source: ADB Staff inputs.