

**Asian Regional Conference
Gender Responsive Budgeting Narratives:
Transforming Institutions, Empowering Communities**

**PAPER
SESSION FIVE**

**Gender Responsive Budgeting:
Institutionalisation in National and Sub-national Government in Indonesia**

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**24-25 February 2014
Bayview Hotel Georgetown Penang**

List of Abbreviations

APBN	: National Revenue and Expenditure Budget
APBD	: Local Revenue and Expenditure Budget
APM	: Pure Participation Number
CEDAW	: Convention on The Elimination of All Forms of Discrimination against Women
CSO	: Civil Society Organisation
GRB	: Gender Responsive Budgeting
GRPB	: Gender Responsive Planning and Budgeting
GM	: Gender Mainstreaming
GAP	: Gender Analysis Pathway
GBS	: Gender Budget Statement
Inpres	: Presidential Instruction
IPM	: Human Development Index (HDI)
Jamkesmas	: Community Health Insurance
MOHA	: Ministry Of Home Affair
MOWECP	: Ministry Of Women Empowerment and Child Protection
MOF	: Ministry Of Finance
BAPPENAS	: National Planning and Development Agency
Musrenbang	: Development Planning Forum
PMK	: Ministry of Finance Regulation
POKJA PUG	: Gender Maintreaming Working Groups
Permendagri	: Ministry of Home Affairs Regulation
Posyandu	:Community Healthcare Center
RPJMN	: National Mid-Term Development Planning

RPJMD	: Local Mid-Term Development Planning
Renstra	: Strategic Plan
Renja	: Work Plan
RKA	: Budgeting Work Plan
RKPD	: Local Government Work Plan
Susenas	: Survey of National Social Economy
SDKI	: Survey of Indonesian Health Data
STRANAS	: National Strategy
SKPD	: Local Working Unit
SEB	: Joint Circular Letter

Gender Responsive Budgeting: Institutionalisation in National and Sub-national Government in Indonesia

Table 1: Main Indicator of Development in Indonesia

Indicator	Year	Value
Population	2010	237.641.326
% of Female Population	2010	49,66
% of Urban Population	2010	49,76
Gross Domestic Product (GDP) per capita (US\$)	2012	884
Human Development Index (HDI)	2012	72.27
Maternal Mortality Rate	2012	359
% of National Parliamentarians who are Women	2010	17,49

**Processed from various sources*

Introduction

This paper is to narrate Indonesia's experience in conducting Gender-Responsive Budgeting (GRB) institutionalisation either at the national or sub-national level; in Indonesian context it is called Gender-Responsive Planning and Budgeting (GRPB).

Table 1 shows several development indicators that explain socio-political context in Indonesia. In general, Indonesia is still facing challenges in gender gap in multiple sectors. Survey of National Social Economy (Susenas) result in 2010 shows that Indonesia's population is 237.641.326 people, 49.65% of which are women and the rest are men. This population measured through Human Development Index (HDI) is increasing year after year. This fact is caused by increasing live expectancy from 65.4 years in 2000 to 70.7 years in 2010, while schooling enrollment rate that in 2008 only reached 7.5 years on average (8.0 years for male

students and 7.1 years for female students) but in 2011 has now increased to 7.9 years on average (8.3 years for male students and 7.5 years for female students).¹

Illiteracy rates of population age 15 and above experience a substantial decrease from 10.21% in 2004 to 4.43% in 2011. School enrollment rates at elementary level experience continuous increase from 94.12% in 2004 to 95.55% in 2011. School enrollment rate at middle school level also experience an increase from 60.49% in 2004 to 77.71% in 2011. Enrollment rate at elementary level in 2011 almost reached its 2014 goal, while enrollment rate at middle school level in 2011 already achieve its 2014 goal of 76%.²

Data above shows that there is a substantial increase in human development quality in Indonesia. However, compared to other countries, Indonesia is still ranked 121 out of 187 countries, far below other ASEAN countries in which Indonesia is still below Singapore, Brunei, Malaysia, Thailand and The Philippines.

Furthermore, Indonesia has a high maternal mortality rates; Indonesia's Health Data Survey (SDKI) in 2012 shows that maternal mortality rate is 359 deaths per 100.000 live birth; this number increased almost two-fold compared to the same survey conducted in 2007 where the rate is 228 deaths per 100.000 live birth. This resulted in increasing difficulty in reaching MDGs that targeted 102 deaths per 100.000 live birth in 2015. Therefore, Indonesia is facing challenges in ensuring development efficiency and meaningfulness for all levels of society, both male and female.

Indonesian Government's commitment is marked by the formation of a ministry in 1978 that specifically assigned to promote gender equality and justice. This ministry has experienced several changes for its name and is currently called the Ministry of Women Empowerment and Child Protection (MOWECP).

¹ Susenas 2008, Central Bureau of Statistics

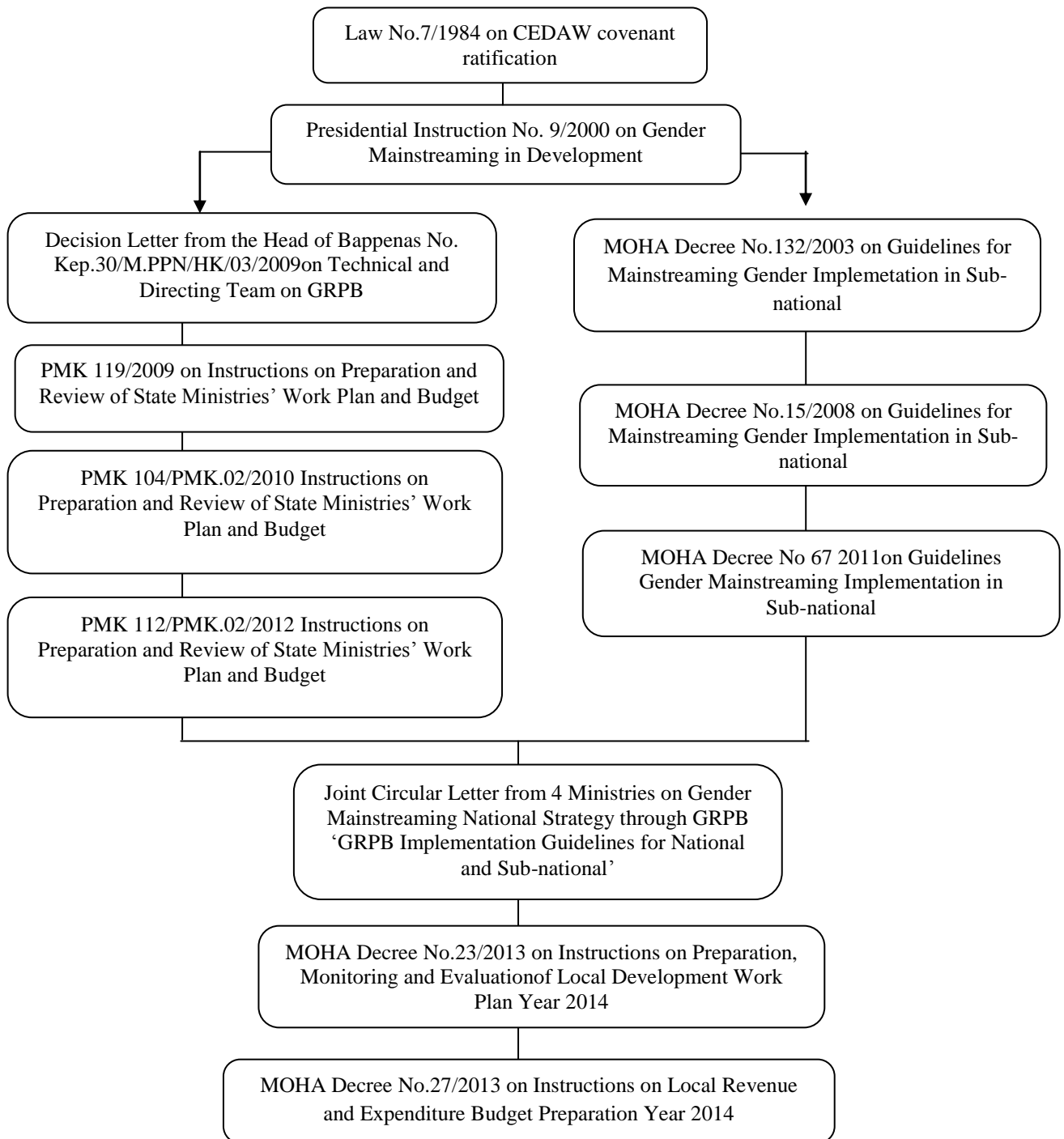
² Development Information and Data 2004-2011, Ministry of Education and Culture

I. Commitment of Government of Indonesia on Gender Responsive Budgeting Initiative

Regulatory framework

Indonesian government's commitment to achieve gender justice and equality is started by the CEDAW ratification through Law No.7/1984 on Endorsement on the Abolition of All Discriminatory Forms on Women, which then continued by the issuance of gender mainstreaming policy in all development programmes through Presidential Decree No.9/2000 on Gender Mainstreaming in National Development as well as other regulations as seen in diagram 1 below.

Diagram 1: Gender Mainstreaming Policies in Indonesia



From the diagram above, it can be seen that initially Indonesian government is focused on implementing the gender mainstreaming policy which then improved to be the gender-responsive budgeting. Since the GRPB policy is coming into action, civil societies in Indonesia are actively advocating the public and the government for the implementation of GRB. FGD is

then conducted by CSO to pinpoint the issues faced by the women's group and the poor. And since these groups are marginalised and only allocated a small amount of budget, CSO is looking for an alternative solution that can be accommodated in the Local Revenue and Expenditure Budget (APBD). At the governmental level, CSO is strengthening institutionalisation of gender mainstreaming through training and technical assistance.

After the enactment of Presidential Decree on Gender Mainstreaming in the National Development, it has been an important part in gender mainstreaming implementation to plan and evaluate the policy and gender-based development programmes according to each of the role and function within the scope of national and sub-national government. Gender mainstreaming has become the strategy built to integrate gender perspective into an integral dimension in the planning, budgeting, implementing, monitoring and evaluating process of policy and development programme.

In the 2010-2014 Mid-term National Development Plan (RPJMN), gender mainstreaming policy is integrated into the planning and budgeting system that consists of policy, indicator and gender-based target from various ministries and institutions, and all the relevant stakeholders are also involved. The Plan explains that one of mainstreaming principles is for gender mainstreaming to be the operational foundation of development implementation. The principles are therefore must be reflected in the development policy. With those principles, gender integration into the planning and budgeting cycle at the national and sub-national level will create a more effective, accountable and fair allocation of human resources which will contribute positively to both male and female.

Indonesia has a unique experience in implementing GRPB because it is conducted simultaneously on two levels, national and sub-national level, and implemented within the government or by the civil society. The government and civil society are collectively promoting

GRPB implementation in Indonesia by issuing government policies that are pro-GRPB and civil society pushing for the implementation of those policies at national and sub-national level.

In the process, government and civil society initiatives are then collaborated in the draft of Acceleration of Gender Mainstreaming National Strategy through the GRPB in 2011 and completed at the end of 2012 that is endorsed by the 4 Ministries namely the National Planning and Development Agency (Bappenas), Ministry of Finance, Ministry of Home Affairs (MOHA) and Ministry for Women Empowerment and Child Protection (MOWECP).

Stranas initiative is coordinated by Bappenas and MOWECP after seeing that there is no integration of policy between planning and budgeting especially that is gender-responsive. Therefore, Stranas gives an overview of integrating gender into the planning and budgeting process. Furthermore, this is discussed by the three Ministries (Bappenas, MOWECP and Ministry of Finance) and the further discussed with the Ministry of Home Affairs since there is no Local Regulations (Permendagri) exist yet on GRPB implementation at sub-national level.

Since the implementation of Acceleration of Gender Mainstreaming National Strategy through GRPB, it is growing rapidly in all regions in Indonesia. Annual Policy issued by the Ministry of Home Affairs (on Preparation, Monitoring and Evaluation of Local Development Work Plan 2014 and Instruction for Preparation of Local Revenue and Expenditure Budget 2014) has mandated the sub-national government to take consideration of Stranas in preparing their Local Development Work Plan and APBD.

On the other hand, MOWECP as the main facilitator, with The Asia Foundation and PATTIRO, are promoting GRPB through Stranas socialisation, training and assistance to various regions in Indonesia.

II. Approach and Strategies

A. GRB Initiative at National Level

GRB initiative begins by forming a Gender Mainstreaming Working Group (Pokja PUG) in each Ministry/Institution and increasing stakeholder awareness on gender mainstreaming through socialisation events and trainings as part of the implementation of Presidential Decree No.9/2000. The scope of gender mainstreaming in the Decree covers: 1) Planning, including gender-responsive planning and budgeting, 2) Implementation, 3) Monitoring and Evaluation.

After the issuance of Presidential Decree, Bappenas as one of the main driver of GRPB implementation, conducts a research related to gender mainstreaming implementation. Research result in 2005 shows that GRPB implementation has been satisfactory although there are few improvements needed.

Recommendations from the research are: the need for legal basis for gender mainstreaming implementation, the need to strengthen stakeholder's understanding of gender mainstreaming as the basic principle in development, and the need to form special implementation unit such as the gender mainstreaming working group. Until 2004, gender-responsive programmes have totaled 38 programmes in the development sectors such as education, agriculture, labor, legal, social welfare, health, family planning, and environment to name a few.

Bappenas, as the coordinating agency in the national development plan, conducted "Gender Analysis in Development" research in 2007 to evaluate gender mainstreaming implementation in the last 7 years since the enactment of Presidential Decree No.9/2000. Research was conducted in 18 Ministries/Institutions, 7 selected provinces and 7 regencies/cities. That evaluation shows that commitment from the ministries, provincial,

city government in implementing gender mainstreaming has not been optimal. Government institutions and its personnel still need to be strengthened.

Based on the above evaluation result, it needs a concrete gender mainstreaming content that is not abstract and can solve related issues. Its implementation is not only to give gender perspective, but also to be integrated into the planning and budgeting system.

Gender mainstreaming has been included in the Long-Term National Development Planning (RPJPN) 2005-2025 on the emphasis on women empowerment policy namely:

1. Improving of quality of life and the role of women in various development sectors;
2. Decreasing the number of violence, exploitation and discrimination of women;
3. Strengthening institutionalisation and network of gender mainstreaming.

Commitment in the long-term development plan is the basis of the mid-term development plan. In the Mid-term Development Plan (RPJMN) 2010-2014, gender mainstreaming implementation through GRPB has been included in the development policy strategy³:

1. To harmonise between regulations and its implementation at all governmental levels by including all the stakeholders to improve the quality of live and women empowerment;
2. To conduct prevention, provision as well as improvement efforts for protection of women for various violence;
3. To increase the capability of institutions of gender mainstreaming and institutional capabilities.

As such, 2010-2014 RPJMN goals to improve gender equality are⁴:

1. To improve the quality of life for women especially in the health, education and economic sectors including access to politics and control of resources;

³ Notes from the Population Directorate, Women Empowerment and Child Protection, and BAPPENAS

⁴Ibid

2. To increase the percentage of female victims of violence that have access to complaint provision;
3. To increase gender mainstreaming institutions effectiveness in planning, budgeting, implementing, monitoring and evaluating gender-responsive policies and development programmes at the national and sub-national level.

To implement the Plan, it begins with the issuance of Ministerial Decree No.30/M.PPN/HK/03/2009 on Directing Team and Technical Team for Gender-responsive Planning and Budgeting. The Directing and Technical Team is formed to coordinate cross-ministerial and cross-sectoral GRPB implementation. The team is led by the Head of the Bappenas' Population, Women Empowerment and Child Protection Directorate.

In 2009, national workshop of Gender Responsive Budgeting is conducted and invited international expert such as Debbie Budlender, an expert on gender-related social policy. In preparing for workshop materials, Debbie requested feedbacks from civil societies that have been advocating the issue for quite some time at the sub-national level.

In the workshop, Debbie also explained other countries' experiences regarding the GRB and introduced the Gender Budget Statement (GBS) as a tool for government commitment in implementing GRB. The workshop result is followed up by 3 Ministries that functions as the main driver of GRPB implementation at the central level: National Planning and Development Agency (Bappenas), Ministry of Finance, Ministry of Women Empowerment and Child Protection (MOWECP). The GRPB implementation regulation is then integrated into the regulation of budget preparation that is issued annually by the Ministry of Finance.

Ministry of Finance issued a Decree No.119/2009 on Instruction for Preparation and Review of Ministerial Work Plan and Budget, and Preparation, Review, Endorsement and Implementation of DIPA of financial year 2010. With the legal basis above, GPRB pilot implementation is conducted in 7 ministries/institutions with 3 Ministries mentioned above taking up role as the driver while the other 4 Ministries (Ministry of Health, Ministry of Agriculture, Ministry of National Education and Ministry of Public Works) are acting as the implementer.

In the subsequent year, Regulations of Minister of Finance (PMK) still include regulations on GRPB implementation with a larger number of ministries covered, with the PMK 119/PMK.02/2009 on Instruction on Preparation and Review of Ministerial Budget and Work Plan, and Instruction on Preparation, Review, Endorsement and Implementation of DIPA financial year 2010.

This is continued with PMK 104/PMK.02/2010 on Instruction on Preparation and Review of Ministerial Work Plan and Budget, and PMK 93/2011, and then followed by PMK 112/PMK.02/2012 on Instruction on Preparation and Review of Ministerial Work Plan and Budget.

From the GRPB implementation at the national level, Bappenas and MOWECP consider it important to include the Ministry of Home Affairs (MOHA) to act as an advisor for the local government. In 2008, Ministry of Home Affairs issued a Decree No.15/2008 on General Instructions of Gender Mainstreaming on Local Level and then renewed through Decree No.67/2011. The Decree will be the guidelines for regions in preparing gender integration strategy through planning, budgeting, monitoring and evaluation of programmes and development activities in the region.

B. GRB Initiative at Sub-national Level

In the early millennium, as Indonesia is entering the reform era, frequent changes in the social and political situation that has been brought about by the 1998 Reform and implementation of sub-national autonomy in 1999 creates a high expectation of a democratic society in Indonesia. Sub-national autonomy implementation is part of a democratic endorsement in Indonesia after the fall of the New Order era. It is expected that the democracy process through sub-national autonomy does not stop at the policy level only but also as a guarantee to include all elements of the society as the target and the actor of development. To put society as the target and actor of development, civil society encourages community participatory spaces in the development process and future planning of this nation. This results in increasing expectation from the society of good governance.

Strengthening women's participation in public policy has been done by PATTIRO since 2001 in Tangerang (Banten Province), Semarang and Surakarta (Central Java Province) with the support from The Asia Foundation. The programme is then continued in 2003 by programmes to promote women's participation in sub-national budgeting. The programme is intended to facilitate and strengthen the involvement of women or women's group in every public participatory space, such as the involvement of women in the village discussion forums which then transformed progressively into a gender budget advocacy movement with women's group particularly in Central Java region.

The programme is focused on improving community's awareness, proposing community's needs into the sub-national budgets, and strategising budget reallocation. The programme is conducted in Semarang, Surakarta and Tangerang as pilot areas. Through this programme, several recommendations from the communities have made it into local government

budget; some of the recommendations are road repairs in Podhorejo, additional budget for oil fuel during flooding, provision of clean water infrastructure in Panggung Kidul (all in Semarang, Central Java Province), and capital assistance to form koperasi in the Karang Timur in Tangerang. In Semarang, its budget is reallocated to procure waste collection bicycles in the effort to benefit the community instead of to procure vehicle for the sub-district head.

Programme above has made the society to start to understand the technocracy process of sub-national planning and budgeting. Whereas the CSO provides better understanding of the technocracy process and encourages society's involvement through the Society Development Planning Forum (Musrenbang) that is conducted from the village level up to the regency level. Active participatory has increased society's knowledge and skills in understanding the development planning process conducted by the government. At the same time, CSO continuously advocates the society by conducting need assessment on the society's needs, sub-national budget document analysis, and mapping of political actors.

As the participatory spaces are widening, civil society movement is growing and able to convey their aspirations. This is part of government's effort to have a better good governance. CSO is taking up role in relation with basic issues such as provision of filtered data, analysis of gender-responsive sectoral issues and providing technical assistance to the appropriate sectors. Previously, the role of facilitator is taken by the government through its gender mainstreaming working units, focal points, or the GRPB technical team.

In the efforts to accelerate gender mainstreaming institutionalisation in all Local Government Working Unit (SKPD) in the provinces and regencies/cities, Ministry of Home Affairs (MOHA) has instructed through its Decree No.15/2008 for local government to

form Gender Mainstreaming Working Unit (Pokja PUG) and Focal Point. Local government leaders, through Governor/Regent/Mayor Decree to form Pokja PUG and assigned the Head of Local Development Agency (Bappeda) as the Leader of Pokja PUG, the Head of SKPD working on the women empowerment issues to be the Secretary of Pokja PUG, and other Head of SKPD to be the members of Pokja PUG.

Gender mainstreaming focal point in each SKPD either in provinces or regency/city consists of officials working on planning or programmes. Focal point institutionalisation is confirmed the Head of SKPD in each units. It is important for focal point in having the understanding of gender filtered data for gender analysis and formulation of development policies in order for it to draft gender-responsive development profile. In general, planning and budgeting process in each SKPD has to take note of gender gap in development. Moreover, in the SKPD Work Plan formulation process and SKPD Work Plan Budget, focal point conducts gender analysis by using the Gender Analysis Pathway (GAP) instrument and Gender Budget Statement (GBS) to direct activity target and material substances to the improvement of gender justice and equality in each SKPD.

Table2: Duties of the Gender Mainstreaming Working Unit and Focal Point

The duties of Provincial and Regent/City Pokja PUG as regulated in the Ministry of Home Affairs' Decree are:

- a. Promoting and facilitating gender mainstreaming to each SKPD
- b. Conducting gender mainstreaming socialisation and advocacy to sub-district head, urban village head and village head
- c. Preparing annual work plan;
- d. Promoting the implementation of GRPB;
- e. Preparing Pokja PUG annual work plan;
- f. Responsible to the Mayor/District Head through the Vice-Mayor and Vice-District Head;
- g. Formulating policy recommendation to Mayor or Regent;
- h. Drafting regency or city gender profile;
- i. Conduction monitoring of gender mainstreaming implementation in each institutions;
- j. Forming technical team to analyse local budget;
- k. Preparing Local Action Plan (RANDA) of gender mainstreaming in province and regency/city;
- l. Promoting for the election and implementation of Focal Point in each SKPD.

SKPD Focal Point at provincial and regency/city level has the following duties:

- a. Promoting gender mainstreaming in each working unit;
- b. Facilitating SKPD gender-responsive work plan and budget preparation;
- c. Conducting training, socialisation, advocacy of gender mainstreaming to all employees in the SKPD;
- d. Reporting gender mainstreaming implementation to the Head of SKPD;
- e. Promoting implementation of gender analysis of policies, programmes, and activities on the working unit; and
- f. Facilitating draft of gender data in each SKPD.

In several regions, civil societies' role is to advocate the formation of GRPB institution such as the Pokja PUG and Focal Point. Civil societies are also assisting the planners at SKPD and developing supporting tools such as analysis tool and filtered data. Historically, civil society's role and involvement is dynamic; initially to do political approach by controlling budget policy and intensively promote transparency and budget reallocation but currently the role is more variable, some have defined the role into critical engagement or building the capacity of governmental institutions.

In that context, the existence of civil societies or CSOs has been to strengthen institutions to promote GRPB policy in the region. Civil society becomes an integral part of the GRPB implementation acceleration in the region. With the support from international donors such as the The Asia Foundation, UN Women, GIZ, DFTAD Canada and others, have had an impact on the increasing number of CSO that is working on and advocating the gender budget issue.

CSO role is to fight for community's interests and to represent the community in pushing for improvement in public service and policy. In this case, CSO role is quite significant to bridge the community and local government although community understanding of public policy and budget management still needs to be improved. At the local government level, technical assistance given by CSO provides an important feedback for issues or policies that have been the target for change.

Strategies utilised by CSO to promote gender responsive budget implementation are: 1) Partnership; provide technical assistance for GRB to the national or sub-national government; 2) Facilitation; encourage policy that are related to GRPB either at national or sub-national government; 3) Advocacy for the current policy; through state institutions that

carry the direct role and responsibilities in implementing the policy either at national or sub-national level⁵. Besides that, CSO is keeping its critical point of view on various planning and budgeting documents at the national and sub-national level and elevate gender injustice issues to the media.

GRB implementation is varied between the regions because Indonesia has 34 provinces and 515 regencies/cities. Gender mainstreaming through GRPB have been implemented in several regions where some of the regions have succeeded in preparing the gender-responsive budgeting, while other regions have not. Socialisation, training and technical assistance efforts in strengthening gender mainstreaming have been conducted continuously and have become a joint agenda (government and CSO) to accelerate its implementation at the sub-national level.

III. Achievement

A. Achievement within Government

GRB movement has been around for 13 years in Indonesia. Driving ministries such as the Bappenas and MOWECP have conducted an evaluation of GRPB implementation Indonesia. Bappenas 2011 evaluation result for GRPB implementation from 2009-2011, conducted in 7 ministries/institutions, is shown on the below table:

Table 3: Evaluation Result in Ministries/Institutions⁶

	Ministry/Institution	2010		2011	
		Program me	GRB 2010	Program me	GRB 2011
1	Public Works	8	1.518	8	91.105
2	Agriculture	-	0	3	19.818
3	Health	8	4.908	6	11.356
4	Education	1	0	1	550

⁵Ibid

⁶Directorate of Population, Women Empowerment, and Child Protection Bappenas. *Evaluasi Terpadu Pelaksanaan Uji Coba Perencanaan dan Penganggaran yang Responsif Gender (PPRG) 2009 – 2010*. Jakarta: Bappenas, 2011. Print

5	Finance	3	700	5	1.118
6	Women Empowerment	3	1.840	2	1.371
7	Development Planning	-	0	1	135
Total		23	8.966	26	125.453

Note: GRB (in US\$ million)

GRB implementation in 7 ministries/institutions for 2009 and 2010 financial year, as shown in the above table, shows government seriousness in implementing GRPB in programmes even though there are ministries or institutions that have not shown a strong commitment for its implementation. Total budget for programmes that are gender responsive have increased significantly from \$8.966 million to \$125.453 million.

The Ministry of Public Works has conducted gender-responsive analysis for 8 of its programmes in 2010 and 2011. Although they analyse only 8 programmes, 2011 budget allocation sharply increased. In 2010, Bappenas, Ministry of Education and Ministry of Agriculture have conducted gender analysis, however the actual number of analysis is unknown. In 2011, the analysis done is recorded properly and the number is shown in the table above.

Ministry of Finance recapitulation data of GRB that has been drafted by the ministries/institutions in 2012 and 2013 has shown the commitment from the ministries/institutions to implement GRB into its programmes. In 2012 and 2013, 19 ministries who have implemented the GRB are The Supreme Court, Ministry of Justice and Human Rights, Ministry of Finance, Ministry of Agriculture, Ministry of Industry, Ministry of Energy and Mineral Resources, Ministry of National Education, Ministry of Religious Affairs, Ministry of Manpower and Transmigration, Ministry of Forestry, Ministry of Maritime and Fisheries, Ministry of Public Works, Ministry of Cooperative Store and Small-Medium Enterprises, Ministry of Women Empowerment and Child Protection,

National Development Planning Agency, Ministry of Communication and Informatics, and National Coordinating Agency for Family Planning. Programmes analysed are varied to show the commitment from ministries/institutions in implementing GRPB within their areas⁷.

On the other hand, MOWECP as the driving ministry for gender mainstreaming has been giving a Anugerah Parahita Ekapraya (APE) award since 2004 as a reward mechanism for ministries or institutions and regions that have implemented GRPB. Ministries that have repeatedly won the APE awards are Ministry of Public Works and Ministry of National Education, while Central Java province and East Java province are the provinces that won repeated APE awards. Furthermore, MOWECP has conducted monitoring and evaluation activity since 2011 to measure GRPB implementation rate in Indonesia.

B. Achievement within Government in Sub-national Level

At the provincial level, there has been effort to implement GRPB into their programmes. GRPB pilot implementation conducted by Bappenas in four provinces in 2011 is shown in the table below:

Table 4: Evaluation Result in Provinces⁸

No.	Province	Sub National Government Units	Total GRB
1	Banten	9	2.316
2	D.I. Yogyakarta	9	1.063
3	Jawa tengah	16	24.005
4	Jawa timur	9	5.878
Total		43	33.262

Note: GRB (inUS\$ million)

⁷Explanation vice minister of finance time launching the National Strategy, 2013

⁸Directorate of Population, Women Empowerment, and Child Protection Bappenas. *Evaluasi Terpadu Pelaksanaan Uji Coba Perencanaan dan Penganggaran yang Responsif Gender (PPRG) 2009 – 2010*. Jakarta: Bappenas, 2011. Print

From the result shown above, GRPB implementation is positive where the ministries/institutions and SKPD at the provincial level have at least one Gender Budget Statement (GBS) document, as targeted. However, there are still shortages in GRPB implementation quality such as: 1) most of the activities proposed in GBS are not the prioritised activities therefore it has insignificant impact; 2) unclear legality of GRPB implementation; 3) weak commitment at the level of policymaker or at the GRPB driver; 4) GRPB is still isolated from the local planning priorities because GRPB testing is using the ad hoc line through Pokja PUG; 5) low level of understanding and capacity of human resources that are implementing GRPB; and 6) monitoring and evaluation tool does not exist yet for GRPB. Because of that, one of evaluation recommendation is the need for regular monitoring and evaluation either at the national or local level.

In 2012, four of the driving ministries have agreed to formulate and issue a Gender Mainstreaming National Strategy through GRPB. The strategy is formulated to accelerate gender mainstreaming implementation that is aligned with Mid-term Development Planning (RPJMN) 2010-2014, to support good governance, continuous development and reaching the MDGs target. The strategy is developed so that gender mainstreaming implementation in the development cycle becomes better organised, systematic and coordinated either at the national or sub-national level.

The strategy includes explanations on Instructions for Gender Responsive Planning and Budgeting Implementation for the ministries/institutions and regions. It is coordinated by the Ministry of Women Empowerment and Child Protection as technical guidelines to integrate gender issue into planning and budgeting document. The strategy is expected to assist the ministries/institutions and regions in integrating gender through planning and budgeting. The formulation of Gender Mainstreaming National Strategy through GRPB and GRPB implementation guidelines for national and sub-national government are done

collectively with civil societies namely The Asia Foundation, UN Women, DFATD and PATTIRO as the development partner.

The National Strategy consists of two strategies: the general strategy focuses on two basic issues that are faced in future GRPB implementation at the national or sub-national level: a) Strengthening legal basis; and b) Strengthening coordination between the driving institutions or between the driving institutions and implementing institutions. While the special strategy is an elaboration of the general strategy: 1) Strengthening the legal basis. GRPB implementation at sub-national level still needs a stronger legal basis while at the national level, it needs a confirmation for the annual GRPB implementation target. 2) Strengthening coordination. Stronger coordination is needed through a series of steps that covers planning, budgeting, implementing, monitoring and evaluation coordination.

One of the roles that have been taken by the Ministry of Home Affairs in strengthening the GRPB is by issuing a Decree on Joint Secretariat in Facilitating the Implementation of Gender Mainstreaming National Strategy through GRPB at National level and Circular Letter from the Interior Minister on the Formation of Local GRPB Secretariat addressed to all Governors in Indonesia.

In the letter, it confirms that the Secretary General of the Interior Ministry is selected as the Director. The Secretary of Local Development Directorate General is selected as the Chief Operating Officer. As for the local GRPB secretariat, assistant to the Regional Secretary that is overseeing the social welfare is selected as the Chief Operating Officer. At the moment, only a couple of regions have formed the GRPB secretariat.

C. Achievement by Civil Society in Sub-national Level

1. Budget reallocation

GRPB idea comes from the concept progression that the state is no longer the lone actor in deciding for public policies. Good governance concept takes an assumption that the state needs to give some of its share to the elements of civil society and thus, opens up planning and budgeting information channel to the society. This concept implies that non-state elements such as the civil society is an important part and has contribution in the management of public policy.

Approach by the civil society in promoting GRPB implementation comes from the actual needs from the community related to better services for women's group such as better services for maternal and children health programmes, literacy programmes and other gender equality related programmes. It is started by increasing community awareness to processes in the preparation of Local Revenue and Expenditure Budget (APBD) and to spark interest from the community to know more about APBD processes.

The community together with the CSO is then pushing for government commitment to fulfill the needs of women's group through budget allocation needed by the programmes. Efforts by the community in various places to implement gender budget has created an empowered community, especially the women who are vocal in expressing their views for the development of their village and participating in the village planning and budgeting forum. In other things, CSO also cooperates with the media in which the media receives support from donor in covering the GRPB issues. CSO has also conducted deeper analysis and has been more responsive to the marginalised groups

such as the women's group and the poor among others.

Efforts taken by the civil society at the time was to demand for the reallocation of government budget where civil society together with the CSO have conducted budget analysis for government programmes and activities that deemed as ineffective, inefficient and equal. Those budgets are then demanded to be reallocated to programmes and activities that need to have government's attention. This has resulted in an increased budget allocation, cutting budgets where necessary, and has accommodated the practical gender-needs through budget reallocation.

Recommendation to increase budget allocation by the FKKP (Healthcare Cadre Communication Forum) has been successful in Surakarta. FKPP has succeed to request the city government to increase its budget for children and elderly healthcare from Rp 800.000 to Rp 1.800.000 for children healthcare center per month and Rp 1.440.000 for elderly healthcare center per month. In Semarang, civil society has succeed in increasing the community health insurance (Jamkesmas) budget from Rp 10 Billion in 2010 to Rp 15 Billion in 2011, Rp 25 Billion in 2012, and Rp 45 Billion in 2013, and also adding inpatient rooms class 3 at the Semarang General Hospital⁹.

Movement from civil society has also progressed, from reallocation movement into policy-promoting movement and gender-responsive programme recommendation at the local and national. It also encourages the government to implement gender-responsive programmes and integrating it during programme planning and budget policy.

In encouraging local policy, the community has succeeded in pushing for Local

⁹PATTIRO. *Annual Report*. 2005. Print.

Regulation (Perda) to be implemented in several regions such as Local Regulation on Public Service in Jeneponto in 2007, Local Regulation on Educational System No.18/2006 in Gresik, Mayor Regulation on Regional Health Insurance in 2009 in Pekalongan, and Operational Manual to Accelerate Development of Family Welfare in Pekalongan. These policies are efforts to create gender equality in the national development¹⁰.

Fortunately, civil society's work in analysing budget has been significantly aided by the enactment of Law No.14/2008. With the law, civil society and the community are given access to information related to planning and budgeting that is held by the government. The government has also been motivated to be more transparent for any policy document that it issued and has been demanded to be more accountable of its performance. This then creates better good governance in Indonesia.

2. Technical Assistance to Develop GAP and GBS

After the issuance of National Strategy, provincial and regency/city government are conducting capacity building for their employees who work on the area related to gender-responsive planning and budgeting integration mechanism. Apart from that, they are also analysing the programmes using the GAP and GBS methods. Provincial and regency/city government can request for technical assistance from MWECP or directly to CSO. Good cooperation between the MOWECP and the CSO are meant to strengthen sub-national government in conducting gender-responsive analysis.

CSO role in providing technical assistance to local government to strengthen the capacity for GRPB driver shows the trust from the government to strengthen GRPB implementation in Indonesia.

¹⁰Ibid

3. Advocacy Institutionalisation of GRB at Local level

Advocacy by the community and CSO in promoting gender-responsive budget has been done by integrating the gender issue systematically in the planning and budgeting process. Gender integration in this phase is done through multiple steps where CSO is involved in every step taken.

Steps taken by CSO in promoting gender-responsive budget are: 1) preparing filtered data and gender information system; 2) integrating gender perspective in the Local Mid-term Development Planning (RPJMD) which then endorsed by the Local Regulations (Perda); 3) Gender mainstreaming institutionalisation through several phases, from provincial level to the SKPD level, that cover: a) decision from local leaders regarding Pokja PUG; b) decision from the Head of SKPD regarding focal point with their staff members.

IV. Strengths and Weaknesses of the GRB Initiative in Indonesia

A. Strengths and Opportunities

1. Strong institutionalisation because of a strong political will from the driver side, for GRB implementation at the national or sub-national level.
2. Strong collaboration between Indonesian Government and civil society, both in National and Sub-national level.
3. The emphasis from GRB initiative in Indonesia is that all regulatory framework products, since the issuance of Ministry of Finance Regulations and Ministry of Home Affairs Decree, have been integrated with the regulatory framework planning and budgeting at the national and sub-national level.

4. Political commitment from the driving ministries becomes an influential capital in accelerating GRPB policy implementation. This is shown by policies issued by the Ministry of Home Affairs after the National Strategy is implemented. For example, Instructions for Preparation of Local Development Work Plan and Instructions for Preparation of Local Revenue and Expenditure Budget of 2014, where sub-national government is tasked to take gender mainstreaming in the drafting process.

Ministry of Home Affairs has issued Decree for National GRPB Joint Secretariat Team at the National Level. Furthermore, MOHA has also requested the Governor to form a GRPB secretariat that involves GRPB driver at the sub-national level such as the Local Development Agency (Bappeda), Ministry of Women Empowerment, Sub-national Financial Agency, and Inspectorate.

5. Experiences from the Central Java Province as one of the most advance region in the GRPB implementation have shown that the availability of capable staffs play an important role for a strong political commitment in accelerating GRPB policy implementation added by the availability of regulation and institutional support for GRPB acceleration.
6. Technocratic capacity in which political commitment requires technocratic capacity at the bureaucratic level and also support from the civil society. Capacity and bureaucratic support are needed to realise gender perspective in the SKPD Work Plan document and in the Sub-national SKPD Budget Work Plan document.
7. One of the mechanisms in dividing the role to optimise GRPB implementation in the region is to maximise the Sub-national APBD evaluation process by the superior and integrate GRPB as an evaluation material. Regent/City APBD is evaluated by Provincial government and Province APBD is evaluated by the Ministry of Home Affairs (Directorate General of Sub-national Finance). In this phase, the evaluator team will review how much budget is gender-responsive, to receive feedbacks in order to

accelerate Joint Circular Letter (SEB) implementation on gender mainstreaming acceleration.

B. Challenges

Challenges faced during the implementation of GRPB at the national and sub-national level are:

1. Limited capacity: low capacity of government officials in implementing GRPB is part of the challenges in strengthening GRPB implementation, challenges such as weak institutions, human resources or management at the national or sub-national level still exist. Few capable facilitators and gender experts at SKPD that are able to advocate GRPB issue poses a serious challenge in integrating into the sectoral issues;
2. Staff turnover: rotation of employees in the government is causing enormous GRPB advocacy effort since newly placed employees do not understand GRPB;
3. Weak commitment from the Head of Institutions/Regions;
4. Poor coordination between ministries/institutions/SKPDs at the sub-national government.

C. Future Plans

GRB achievement in Indonesia is an initial start to accompany its future work. As outlined in the National Strategy, in order to accelerate GRPB implementation, it needs to strengthen integration between GRPB policies with the related planning and budgeting policies either at the national or sub-national level such as:

1. Prioritising target issues of GRPB in the period of 2015-2019;
2. Integrating GRPB into the local planning and budgeting policy (integration of GAP and GBS format with the planning and budgeting format);
3. Strengthening the policy of GRPB implementation monitoring at the national level or at the sub-national level;

4. Conducting continuous capacity building and technical assistance for institutions either at the national or sub-national level that are implementing GRPB, in the hope for creating gender champion/agent;
5. Promoting and encouraging local CSO that are working on and advocating the GRPB issue.

PATTIRO as part of civil society will continue to oversee GRB initiative in Indonesia, and assisting the increasing number of CSOs that are working on this issue, as an effort to ensure that development can provide a fair benefit to all levels of society, both women and man.

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