



KEMENTERIAN PEMBERDAYAAN PEREMPUAN DAN PERLINDUNGAN ANAK
REPUBLIK INDONESIA



REPUBLIK INDONESIA
KEMENTERIAN PERENCANAAN PEMBANGUNAN NASIONAL/
BADAN PERENCANAAN PEMBANGUNAN NASIONAL

POLICY BRIEF
KERTAS KEBIJAKAN

GENDER EQUALITY

KESETARAAN GENDER



INDONESIA



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Canadian International
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Indonesia has experienced an improvement in narrowing the gender gap in some key areas of endowment (e.g. health and education), opportunities, voice and agency, and necessary legislation for gender mainstreaming, but challenges remain. Gender parity index in education has been achieved. Maternal health has significantly improved. There are no pronounced gender disparities in infant and under five mortality rates and other health outcomes. Women labor's participation rate continues to grow with better return for educated women than men. Women's political representation has increased. Challenges persist in MMR, HIV/AIDS, stunting and wasting, gender streaming in education, economic opportunities, access to legal justice, and voice and agency in influential decision makings. These challenges juxtapose the emerging trends of human trafficking and non-women friendly policies at sub national levels.

The key achievements and outstanding-issues are presented in the eight Policy Briefs, developed by the Government (the Ministry of National Planning and The Ministry of Women's Empowerment and Child Protection) and development partners (the World Bank, AusAID, CIDA, The Netherlands Embassy, DFID, and ADB).

Policy Brief 1: Gender Mainstreaming has been adopted since the issuance of Presidential Instruction No 9/2000. Presidential Instruction No 3/2010 and other ministerial regulations on gender mainstreaming further stipulate efforts on equitable and inclusive development. The emerging non-women friendly legislation at the local level signifies the importance of enforcing the aforementioned legislative and policy frameworks, coordination among national ministries and all levels of public institutions, and replication of good practices.

Policy Brief 2: Gender Equality and Health in Indonesia shows positive results and remaining challenges in the four key health areas related to the MDGs. Important efforts have been made to increase women's access to health services but Indonesia needs to work hard on reducing the high maternal mortality rate, increasing access to water and sanitation as well as HIV prevention and treatment for the increasing number of adult women living with HIV.

Policy Brief 3: Gender Equality and Education has been one of the key achievements for Indonesia. The MDG targets on gender parity in net enrollment are on track to be met by 2015, especially if disparities at the provincial level are addressed. Focus is now on systematic measures to increase access to improved outcomes from a more gender responsive education. The challenge remains to mainstream a gender perspective in education which involves assessing the implication of any planned educational actions (legislation, policies or programs) to boys and girls, in all areas and at all levels.

Policy Brief 4: Employment, Migration, and Access to Finance remain a challenge in that without proper measures may impede development. The average annual growth of women entering labor market is higher than men, but women continue to face lower labor's participation and higher unemployment rates, poorer quality work and lower wages, limited access to resources, discrimination in hiring and promotion, and a higher level of economic informality. Women constitute most of self-employed, unpaid family workers, and migrant workers, making them susceptible to personal and financial insecurity, trafficking and other human rights violations. Closing these gender gaps requires focusing on the equal employment opportunities, link and match of women's trainings and skills with the labor market, underlying factors of labor market segmentation, and wage gaps and career opportunities.

Policy Brief 5: Poverty, Vulnerability and Social Protection has been one of the current highest government's development priorities. Whilst the national poverty rate fell from 16.7% (2004) to 13.3% (2010) and poverty rates amongst female-headed households (FHH) remain lower than male-headed households (MHH), the overall rate of poverty reduction for FHH is lower than MHH. This is notwithstanding the well-targeted FHH in all Social Protection programs. Improved targeting techniques will reduce exclusion and inclusion errors and ensure that more poor households receive social protection. The challenge will be to ensure the new targeting mechanisms to include poverty indicators which reflect characteristics of poor and vulnerable FHHs and the male-female intra-household equal access to program benefits.

Policy Brief 6: Gender Equality in Disaster Management and Climate Adaptation highlights the gendered differentiated impact of disasters. There has been significant learning from Aceh Tsunami on good practices for gender responsive disaster management. These need to inform and further strengthen all related national and local-level policies, institutions and programs to tackle the root causes of gender-based vulnerabilities, ensure use of gender analysis and sex-disaggregated data, as well as give equal weight to men's and women's rights and capacities.

Policy Brief 7: Women's Voice in Politics and Decision Makings in Indonesia has increased due to, among others, affirmative action for women candidacy and political participation in 2008. Women's representation in the Parliament (DPR) increased from 11% (2004-2009) to 18% (2009-2014). Representation remained below the desired 30% and inadequate in other critical areas of public service and decision-making roles. Significant disparities within political parties and across levels of national and sub national government constrain the MDGs' achievement for women's empowerment. Indonesia's Constitution and legal framework assure the equal rights of women. Strengthening current laws/regulations as well as implementation and monitoring could more effectively address women's institutional and socio-cultural barriers.

Policy Brief 8: Violence Against Women (VAW): Domestic Violence and Human Trafficking in Indonesia show both important progress and outstanding issues. More efforts are needed for law enforcement, capacity building of service provider and wider community, and extend services to urban and rural areas. The increased trend of human trafficking demands more integrated efforts for prevention, protection, prosecution and reintegration.

GENDER EQUALITY AND EDUCATION



This Policy Brief highlights the significant progress made in increasing access and parity to achieve the MDG goals for gender equality and education (Table 1). Focus is now on systematic measures to increase access to improved outcomes from quality education which is more gender responsive. The MDG targets to achieve gender parity in net enrollment at all levels of education are on track to be met by 2015, especially if disparities at the provincial level are addressed. The challenge remains to mainstream a gender perspective in education which involves assessing the implication for females and males of any planned action, including legislation, policies or programs, in all areas and at all levels. Gender-responsive education programs consider females and males concerns as an integral dimension of the design, implementation, monitoring and evaluation of education policies and programs.

Current Status

The literacy ratio of females and males has been achieved in the 15-24 years age group (MDG Goal 3 target).

Government programs such as combined primary & junior secondary schools (*Satu Atap*), provision of small schools (*Sekolah Kecil*), satellite schools in poor and remote areas, School Operational Assistance (*Bantuan Operasional Sekolah -BOS*), scholarships for poor children (*Beasiswa Siswa Miskin*), the conditional cash transfer program and earmarked funding (*Dana Alokasi Khusus*) have been successful in reducing barriers to access to education. In 2009, the national Gender Parity Index (GPI) for literacy of the 15-24 years age group was almost 100, with the female literacy rate at 99.4% and the male literacy rate at 99.5% (ref. Figure 1). However, in 16 provinces the literacy rate for females in this age group is still slightly lower than for males, (Bappenas, 2010).

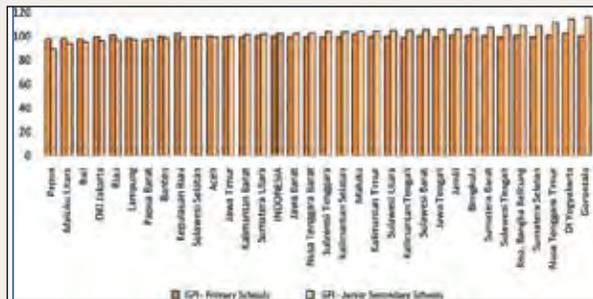
Gender disparities among provinces are still found at junior, senior and higher education levels.

Indonesia has made significant progress towards gender equality in net enrollment rates (NER) at the national level. In 2009, the GPI at primary schools (*SD/MI/Package A*) was 99.73, while at the junior secondary level (*SMP/MT/Package B*) was 101.99, at the senior secondary level (*SMA/MA/Package C*) was 96.16, and higher education was 102.95. Disparities remain among and across provinces (see Figure 1 and 2). *Susenas* 2009 data shows that the GPI for NER at the primary level ranged from 96.39 (Papua Barat) to 102.5 (Kepulauan Riau) which indicates that the NER of females to males does not widely differ among provinces.

At the junior secondary level the GPI ranged from 89.54 (Papua) to 116.17 (Gorontalo), while at the senior secondary level ranged from 68.60 (Papua Barat) to 143.22 (Kepulauan Riau). Provinces with GPI less

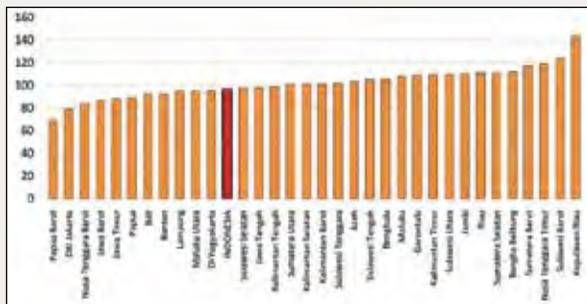
than 90 for senior secondary include DKI Jakarta, Jawa Barat, Jawa Timur, Nusa Tenggara Barat, Papua, and Papua Barat (6 provinces). These disparities indicate a need to identify the factors contributing to significantly low achievement in indicators at provincial and district levels to inform gender responsive planning and budgeting.

Figure 1: Gender Parity Index (GPI) of Net Enrollment Rates (NER) for Primary (SD/MI/Package A) and Junior Secondary Schools (SMP/MTs/Package B) by Province, 2009



Source: Susenas 2009/Bappenas Report on the Achievement of MDGs in Indonesia 2010

Figure 2: Gender Parity Index (GPI) of Net Enrolment Rates (NER) Senior Secondary Schools by Province, 2009



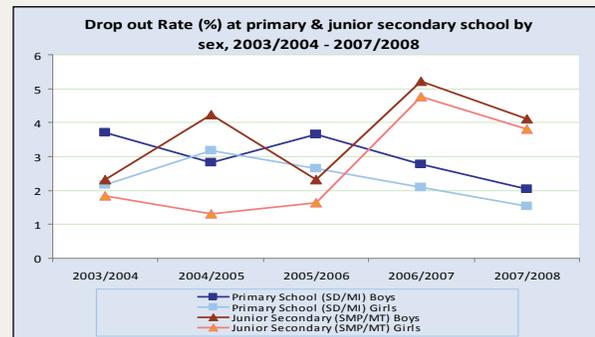
Source: Susenas 2009/Bappenas Report on the Achievement of MDGs in Indonesia 2010

Drop out rate is higher for males at all levels of education and varies by province

There are significant variations in drop-out between males and females at the primary level in a few provinces. At senior secondary level, national data shows that in eight provinces more female than male drop-outs (ref. Figure 3). In NTT province the primary

school drop out rate for males is 8 times that of females (8% and 0.02% respectively). In Bangka Belitung province the junior secondary drop-out rate for males is 7 times higher than females. In Sulawesi Tenggara province the senior secondary drop out rate is 10.98% for males and 8.41% for females. The higher education drop out rate shows 22.5% males and 14.5% females drop out, (MONE, 2008). In *Madrasah* elementary Islamic schools, significantly more boys drop out at all levels. At *Madrasah Ibtidaiyah* (MI) schools, 61.3% boys drop out, followed by 66.4% at *Madrasah Tsanawiyah* (MTs) and 57.1% at *Madrasah Aliyah* (MA), (MORA Website, 2008/2009).

Figure 3: Drop out rate for Primary and Junior Secondary and by Sex 2003/2004 – 2007/2008



Source: Center for Education Statistics, "Educational Indicators in Indonesia 2007/2008", MONE 2008 p.74

The government's provision of non-formal education programs (package A, B and C) particularly for out-of-school children (drop-outs and for boys and girls unable to enroll in formal education), is essential in accelerating progress towards achievement of the MDG goal for basic education. However, programs face problems of coverage and quality with no analysis of the extent to which girls and boys benefit and whether gender gaps are addressed at provincial and districts levels.

Transition rate for males is higher than for girls at all levels of education in most provinces.

Transition rates for boys are higher than girls from primary to senior secondary school. Provincial level data reveals that 11 provinces have very significant gender parity gaps ranging between 10-23% higher transition rates for boys. There are 4 provinces in which transition rates for girls are up to 4% higher than boys and one province in which the transition rate for girls is almost 48% higher than boys. Provincial data for junior secondary reveals that transition rates for boys to senior secondary are higher in 31 provinces. There are significant gender gaps in 16 provinces, with the largest gap is found in Papua Barat with 38.3% more boys transitioning to senior secondary. This is followed by Kepulauan Riau in which 20.7 % more boys transition compared to females. In contrast, Gorontalo province had 9.9% more girl transitioning to senior secondary, (MONE, Bureau of Planning, 2009).

There is a lack of provincial level research to identify factors which determine why more boys or girls transition to the next level of education.

This is needed to inform gender responsive planning and budgeting at provincial and district levels. One study based on a school mapping exercise of 2,126 schools, shows that the transition rate to a higher level of schooling is much lower (by about 20.3 percentage points) for girls leaving junior secondary *madrasah* than for those leaving a primary *madrasah*. The study also shows that girls' transition to the next level of schooling correlates with key aspects of school quality. These are higher qualifications of teachers, the availability of other materials and equipment to support student learning and the availability of separate toilets for girls and boys, (Austen et al, 2009). These re-

sults suggest that policies and programs designed to improve these school quality factors will contribute to improving transition and retention of girls in schools.

Government programs have been successful in reducing barriers to access to school facilities for females and males, but there are significant barriers to completing a quality education that is gender-responsive.

Susenas 2009 data highlights gendered responses given in the population aged 7-18 years relating to reasons for discontinuing education. Lack of affordability is an issue affecting more males with 10.78% of males responding they dropped to work and earn an income compared to 8.69% females. Custom is still a powerful factor affecting access (Box 1) with early marriage still a notable barrier with 6.07% of females giving this as a reason for dropping out compared to 0.14% of males. Prevalence of early marriage can be found in Indramayu, West Java and in Nusa Tenggara Timur districts. Regulations are ambiguous regarding support to be given by schools for school-age females who are married, pregnant or young mothers. Distance from school and related safety and cost issues in traveling long distances also presents a barrier to continuing education for more 0.32% of females compared with 0.66% of males in the city and 4.18% of females than 3.98% of males in urban and particularly rural areas, (BPS-Susenas, 2009). Inadequate separate school sanitation facilities for

Box 1: Custom still influencing girls' access to education

In NTT, if a girl goes to school outside the area and stays unchaperoned in a boarding house, her bride price, or 'belis', will fall because her reputation will be tainted as a result of a presumption that she is no longer "pure". Apart from issues related to custom, girls also confront gender bias where parents still prioritize education for boys.

separate toilets in *Madrasah* raises the transition rates of girls to higher levels of education by 5 percentage points on average, compared to schools without the facility, (Austen et al , 2009).

Lack of gender-responsive teaching methods and materials is still an issue.

Teacher training institutions currently do not sufficiently meet the need for trained teachers equipped with skills to understand and address the specific learning needs of both sexes. This includes design and use gender-responsive teaching and learning materials and lesson plans; gender sensitive language in the classroom; classroom set-up; and school management systems. This would create teaching practices that engender equal treatment and participation of girls and boys in the classroom, extra curricula activities and in the wider school community. There is also a lack of teaching materials that meet gender equality standards. While the national Ministry of Education has promote this issue for many years, curriculum textbooks continue to be gender biased and reinforce stereotypes of female and male's roles and the problem is well recognized: *"It has been long known that our educational materials are gender biased,"* said Ace Suryadi, Chairman, Ministry of National Education's Working Committee on Gender Mainstreaming, (Jakarta Post, 10 March 2008).

Disparity in teachers' and principals' gender ratios and qualifications.

The ratio of female to male teachers has reached 50% or more in all provinces except for Papua, Bali, NTB and Papua Barat. The highest number of women teachers is found in West Sumatra (75.8%) and the lowest in Papua (45.2%), (MONE Website). Out of a total of 1.65 million female teachers, 57% are government em-

ployed teachers, compared to a total of 1 million male teachers of which 66% are government employed. Gender equality, in terms of teacher qualifications, has yet to be achieved. 39% of women teachers have the minimum bachelor or diploma degree qualifications compared to 48% of male teachers (MONE PMPTK, 2009). At the primary level, 33% of school principals in public and private schools are women reducing to 14% at junior secondary level and 12% at senior secondary, (MONE Website). Lack of female school principals constitutes a potential constraint in maintaining gender equity, particularly in secondary education where international evidence indicates that the presence of a female school principal correlates strongly with high female enrollment rates and progression to higher education. A study conducted in Indonesia concluded that teacher qualifications have a positive impact on the proportion of female students who transition to the next level of schooling in Islamic schools. A one unit increase in the proportion of teachers with degrees at a school is associated with an 8.7 percentage point increase in the proportion of girls transitioning to the next level of schooling, (MONE Website).

There is a lack of gender mainstreaming in Islamic schools where there is a higher proportion of female students.

Given that more females than males attend junior and senior secondary level *madrasah*, whereas females comprise 48.5% in MI, 50.8% in MTs, and 54.3% in MA in 2008/2009 (MORA Website), quality improvements in *Madrasah* and a cadre of well-educated female and male teachers trained in gender mainstreaming to have positive gender perspective are likely to contribute to greater gender equality directly, as well as a reduction in economic inequality,

as these schools also cater for large numbers of poor students.

In order to successfully challenge the still dominant patriarchal structure of Islamic education in Indonesia, adequate guidelines and resourcing for gender mainstreaming is needed at all levels. The government is in the process of formulating guidance for gender mainstreaming in *Madrasah*, which will require wide dissemination and capacity building at all levels to ensure implementation. This should take into account the need for Islamic interpretations with a gender neutral or even openly female perspective and to include these interpretations in the curriculum and textbooks, and/or political instruments aimed at facilitating such an inclusion. All IAIN/UINs Centre for Women Studies have stressed the importance of using a gender approach in research of Islamic studies and are committed to using the results in reforming curriculum and textbooks. Inadequate funding limits the expansion of innovative research initiatives and activities that are taking place at the tertiary level in gender main-

streaming, (Kull, 2009). For example, textbooks have already been produced with a gender perspective for higher education students of Islamic studies at UIN Jakarta. However, insufficient funds have hampered the reprinting of these textbooks. UIN Yogyakarta's Centre for Women's Studies (PSW) recommended the formulation of clear policies regulating the share of men and women in all activities, including in leadership, management, and academic positions. They stress the necessity to include both an explicit and implicit gender perspective in the curriculum as well as training for all teachers in implementing gender mainstreaming, (Kull, 2009).

Policy Issues

Gender mainstreaming in the Ministry is mandated through the Presidential Gender Mainstreaming Decree 9/2000. The Ministry of Education was one of the first Ministries involved in developing a gender mainstreaming plan and in identifying Gender Focal Point, producing a gender mainstreaming position paper in 2005, followed by a Ministerial Regulation No. 84/2008 for the sector. The Office of the President and Ministry of National Education has put in place a comprehensive legislative and regulatory framework, including specific presidential decrees for eradication of illiteracy and achievement of 9 years of basic education for all children, guided by the revised National Education Law 20/2003. An analysis as to whether the current policy context is sufficient for successful gender mainstreaming, including an assessment of opportunities and constraints at the policy level is also needed. Policy planning instruments such as qualitative participatory school mapping and parent satisfaction surveys that assess aspects of access and quality and impacts on girls' and boys' retention and transition to the next level of schooling can be used to in-



form future planning and resourcing. They can assess how parents' views affect drop out rates and girls' and boys' performance at school and inform awareness raising campaigns directed at parents. For example, school mapping was developed and implemented by MONE and UNICEF while a satisfaction survey has been implemented in Indramayu district by *Bappenas* with Bogor Agricultural University supported by ADB PRMAP.

Gender equality is mentioned as a national priority in development planning in the National Medium Term Development Plan (*RPJMN*) for 2010-2014. While there are no specific gender targets, the mainstream educational priorities of the *RPJM* 2010-2014 should be informed by systematic gender analysis. These include: a) Increased average school stay of people of 15 years and older (years); b) Decline in illiteracy rate of population aged 15 and over; c) Increased net enrollment rate of elementary schools; d) Increased net enrollment rate of junior high school; e) Increased gross enrollment rate of senior high schools; f) Increased gross enrollment rate at universities of those in 19-23 years age bracket; and g) Reduced disparity in participation and quality of education services.

The significant increase in budget allocation (20%) reflects the Government's commitment to educational improvements and an important initiative in 2010 is



the Finance Ministerial Decree 119/2009 on the implementation of gender responsive budgets in seven pilot government agency program including Education. Resource rich provinces could accelerate progress by providing matching funds for existing government programs such as scholarships for poor girls and boys to eliminate gender disparities, for example in NER, drop-out and transition rates in districts where needed. For resource poor districts a scholarships strategy and expanded resourcing needs to be considered.

Recommendations

- MONE, MORA and MoWECP to coordinate policies and strategies that focuses on the elimination of gender ratio disparities for education indicators at all education levels at provincial and district level and strengthen the implementation of gender mainstreaming in education at all levels
- MONE to review progress in implementing the Ministerial Regulation 84/2008 on Mainstreaming Gender in Education at school and district levels and to strengthen implementation of Ministerial Decrees aimed at achieving a gender responsive education with capacity building at all levels of the education system.
- MONE and MORA to conduct an assessment in a sample number of schools in different geographical locations to assess ways in which gender policies have been incorporated within school management plans and their implementation.
- MONE and MORA to review from a gender perspective the PP on budgeting for provinces and districts and the Ministry of Home Affairs Regulation 13/2006 on financial management and the Finance Ministerial Decree 119/2009 on Gender Responsive Budgeting.

- MONE and MORA to give more attention to underperforming provinces related to gender parity, transition and drop-out ratios through design of additional custom-built strategies, including identifying underlying factors contributing to low achievement of indicators in provinces and districts.
- MONE to accelerate existing training programs to improve capacity for gender-disaggregated data collection, analysis and gender responsive planning and budgeting at provincial and district levels for specific indicators.
- Accelerate existing education access programs, prioritizing provinces that have significant gender parity gaps in education indicators. These include combined primary & junior secondary schools (Satu Atap), provision of small schools (Sekolah Kecil), satellite schools in poor and remote areas and the conditional cash transfer program. Enhance coverage and quality of equivalency programs (Paket A, B and C), particularly where gender ratio disparities exist in drop-out to enhance access to quality education. An assessment is also needed to determine whether and to what extent this scheme is effective in addressing gender gaps.
- Develop a policy and synchronize with national, regional and school policies to ensure that young married, pregnant and young mothers are enabled to continue education. Implement awareness campaigns to reduce the incidence of early marriage and promote continuity of education for early married males and particularly females.
- Lembaga Pendidikan Tenaga Kependidikan/LPTKs to review teacher training curriculum to improve development of gender responsive teaching skills and materials

- MONE and MORA to review and improve provision of gender sensitive textbooks at all levels of education, including text and images and equal access to extra-curricular activities in sports, arts and science.
- MONE to ensure education financing mechanisms are gender responsive. For example, when financing new school infrastructure and rehabilitation, design schools to ensure the practical needs of males and females are met. The provision of adequate and separate sanitation facilities for females for menstruation management at junior secondary and secondary schools is needed.
- MONE and MORA to formulate clear policies regulating the share of qualified males and females in all education (including Islamic education) activities, especially in leadership, management, and academic positions at all levels of education (such a system is already established in the field of representation in political parties and parliament).

Table 1: MDG Goal 3: Promote Gender Equality & Empowerment of Women

Target 3A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015				
Ratio of Girls to Boys in Primary, Secondary and Tertiary education				
Indicators	Baseline (1993)	Current (Susenas 2009)	Target 2015	Status
Ratio of girls to boys in primary schools	100.27	99.73	100.00	Achieved
Ratio of Girls to Boys in junior secondary schools	99.86	101.99	100.00	Achieved
Ratio of Girls to Boys Senior Secondary Schools	93.67	96.16	100.00	On track
Ratio of Girls to Boys higher education	74.06	102.95	100.00	Achieved
Literacy Ratio of women to men in 15-24 year age	98.44	99.85	100.00	Achieved

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