

INDONESIA

COUNTRY GENDER ASSESSMENT

**Southeast Asia Regional Department
Regional and Sustainable Development Department
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Executive Summary

Gender disparities are a major hindrance to sustainable economic development. Enhanced gender equity, on the other hand, makes economic sense. Mainstreaming gender issues into development initiatives, strategies, policies, goals, and targets requires a comprehensive understanding of contextualized gender dynamics. The Indonesia Country Gender Assessment (CGA) aims to contribute to this comprehensive understanding.

Gender Situation Analysis

Chapter 1 begins with an exploration of population and demographic issues, showing changing household structures and increasing age of first marriage. An examination of poverty and the Millennium Development Goals (MDGs) also looks at the Human Development Index and Gender Development Index. Poverty analysis shows that while income poverty has been reduced in recent years, vulnerability to poverty remains a major issue, and food poverty and malnutrition should not be overlooked. Progress toward MDG3 on gender equality and women's empowerment has been mixed. Chapter 1 also identifies gender gaps in employment and labor force participation, as well as in access to productive resources (land, property, and financial services) and human capital (education and health). This chapter applies a gendered lens wherever possible, while highlighting the fact that there is a lack of sex-disaggregated data in many cases.

Institutions and Policies for Gender Equity in Indonesia

The analysis in Chapter 2 covers the Indonesian legal framework, government policies and programs, and gender mainstreaming institutions and instruments, both at the national and local levels of government. Indonesia has ratified the major international conventions that uphold principles of gender equality and the empowerment of women. The Government's Medium-Term Development Plan 2004–2009 identifies gender mainstreaming as a target under the theme of establishing an Indonesia that is just and democratic. Gender mainstreaming instruments include a Presidential Decree issued in 2000, and the State Ministry for Women's Empowerment guidelines for gender mainstreaming, issued in 2002. Notable achievements include the production of gender-disaggregated statistics in some provinces, districts, and subdistricts, the application of a Gender Analysis Pathway in a range of ministries, and an increasing number of gender issues included in annual development plans at the district level. However, much remains to be done. There is often still a fundamental lack of understanding of the benefits and importance of mainstreaming gender in policies and programs. Gender issues are still viewed as primarily falling into the social sphere, as opposed to having direct economic consequences. Women's empowerment divisions tend to be poorly staffed, under-resourced, and not appropriately placed within local government structures. Civil society organizations have a significant role to play in the promotion of gender equity.

Gender and Decentralization

The political transformation toward regional autonomy has the potential for great change in Indonesia. Decentralization is intended to bring government closer to the people. One of the most positive trends has been a heightened awareness by people that they can and should participate in

local governance. However, decentralization provides a mixed bag of challenges and opportunities for Indonesian women. Challenges include that women's representation in public decision making is generally still limited. In some areas decentralization has worryingly been accompanied by a revival of conservative religious interpretations of gender roles and discriminatory local customary laws. But there are also clear opportunities. Some local governments have begun to view women as important stakeholders, actively creating programs to promote women's rights. Other local governments are using media (radio talk shows, and so on) to promote women's interests. The devolution of budget processes to local government institutions has in some cases led to opportunities for greater involvement by citizens, including women, resulting in more gender-responsive budgets. Many local governments have demonstrated the political will to adopt participatory policy-making processes, gender mainstreaming, and capacity development through training on gender issues for local government officials.

Women's Voice in Politics and Decision Making

Women's political participation was very low in Indonesia's New Order period. Recent years have seen changes, particularly in the run-up to the 2004 elections. A 30% soft quota was established for women in political party recruitment. While not all parties met this target and none ranked women as high as their male counterparts in the party lists, the discourse about the need for increased political participation of women reached a new level of prominence. As a result there was a small increase in the number of women elected to political office. This is a start, but there is still a long way to go. A significant challenge is the limited training and formal political experience of many of the women who compete in elections. Perceptions of women's role in society are another barrier. The National Legislature (DPR) has only 11% women (62 of 549 members), and in the Regional Representatives' Council (DPD), women won only 21% of the available seats (27 out of 128). Indonesia has no female provincial governors, and the October 2004 Government had only 4 women ministers out of 36 total cabinet positions (11%).

Violence Against Women

Violence against women devastates many lives. Aside from the immediate physical injuries, victims of violence suffer emotional and psychological damage that is more difficult to treat. Violence takes many forms, and Chapter 6 explores three broad themes: (i) domestic violence, (ii) violence against women in conflict and postconflict areas, and (iii) trafficking. Human trafficking is closely linked to irregular migration, and affects mainly women and children who are trafficked for sexual and/or labor exploitation. This modern form of slavery is very difficult to document for obvious reasons, but there is every reason to believe that it is a significant issue. Up to 4 million women and children have been estimated to be vulnerable to trafficking—these are the total number of women and children working in vulnerable sectors: sex workers, migrant workers, and domestic workers. The US Department of State identifies Indonesia as a source, transit, and destination country for persons trafficked for the purposes of sexual exploitation and forced labor. One key issue is that documenting violence is very difficult, given that only a few cases are officially reported. In many cases, violence is considered a private issue rather than a public one. A second challenge is that financial and human resources dedicated to issues of violence against women are generally insufficient to ensure that victims receive the

support to which they are entitled. On the institutional front, Indonesia established a National Commission on Violence Against Women in 1998, and Law 23/2004 on the Elimination of Domestic Violence was enacted in September 2004.

International Migration

Poverty, unemployment and a lack of formal education are some of the driving forces behind increasing numbers of Indonesian women who seek to migrate abroad. The number of Indonesian migrant workers is estimated at around 4 million, with an annual flow of migrants of about 400,000, or 4% of the total labor force. Indonesian men predominate in migration to the Republic of Korea and the United States, but women predominate in migration to most of the other destination countries—Malaysia, Saudi Arabia, Singapore and so on. These countries have a high demand for household labor. The rise of regular migration has been accompanied by irregular, or illegal, migration. An estimated 60% of Indonesian workers in Malaysia are thought to be irregular. Irregular migrants are highly vulnerable, with no guarantees for tenure, minimum wages, or good working conditions. Documented cases of abuse and exploitation abound, even where migration occurs legally.

Findings and Recommendations

Chapter 7 highlights seven major findings of the CGA, and provides a range of recommendations under each heading. The seven major findings are:

1. Women's participation in paid employment and access to productive resources need to be improved.
2. Gender inequality in access to education is most severe among the poor and in rural areas.
3. Health services are not reaching rural women and girls.
4. The institutional framework for gender mainstreaming needs to be strengthened.
5. The participation of women in decision making is essential at all levels.
6. Violence against women takes many forms, and few services are available to victims.
7. The rights of international migrants require protection.

In the case of finding 4, the recommendations are tailored to each level: the State Ministry for Women's Empowerment, local and regional governments, Women's Empowerment Divisions, and Regional Development Planning Agencies. The CGA concludes by emphasizing that gender equality and the empowerment of women are vital to Indonesia's goal of achieving the MDGs by 2015.