GENDER MAINSTREAMING IN THE BUDGET SYSTEM OF INDONESIAN GOVERNANCE

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Abstract: Gender equality is explicitly guaranteed by the Indonesian Constitution. It is further promoted through the ratification of the international Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) through Law No. 7/1984. The government’s strategy to achieve gender equality is through gender mainstreaming. The Presidential Instruction No. 9/2001 sets out the framework for gender mainstreaming. Gender equality considerations are mainstreamed into planning processes and subsequently budgeting processes. Gender responsive budgeting is mandatory by the Presidential Instruction for all agencies at all levels of government. All government bodies have to set up a Gender Working Group (Pokja PUG) and implement gender sensitive budgeting. The study provides information about the Indonesian Government’s approach to gender mainstreaming, its legal background, institutionalization, and challenges in working with partners on gender mainstreaming at national and regional level.

Keywords: gender, gender equality, gender mainstreaming, gender responsive budgeting

INTRODUCTION

Gender Mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming was clearly established through the Platform for Action at the United Nations Fourth World Conference on Women in Beijing in September 1995. In addition, mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy, dialogue, legislation, resource allocation, planning, and budgeting implementation and monitoring of programmes and projects. The purpose of gender mainstreaming is to realize gender equality and justice in the family, the nation, and the state life through planning, organizing, implementing, monitoring and evaluating process of national development policies and programs.

Indonesia’s commitment to achieving gender equality and equity is reflected in the 1945 Constitution and in number of laws ratifying various international conventions, among others the Convention on the Elimination of All Forms of Discrimination against Women 1979 (CEDAW) and its Optional Protocol, the ICPD Cairo Declaration 1994, and the Beijing Platform for Action of the World Conference on Women 1995.

The government of Indonesia has initiated a new strategy for development, one that is basically aimed at achieving gender equality and equity. The goal is equitable results for all people in society. Field experiences have revealed that incorporating experiences, needs, aspirations, and perspectives of both women and men into development can enhance productivity and efficiency in the use of resources for development. To materialize gender-responsive development, which incorporates aspirations, experiences and issues of women and men, the gender mainstreaming strategy has been adopted. Hence, women who have been marginalized are now brought into the mainstream of development together with men as their equal partners.

All Indonesian government agencies have to implement gender mainstreaming. For ministries, gender mainstreaming is made mandatory by the Presidential Instruction number 9/2000, which provides implementation guidelines on how to mainstream gender issues into development program and policies at all layers: central,
provincial, district and towns alike. For provinces/ districts and municipalities, the implementation of gender mainstreaming is spelled out in the Ministerial Regulation of the Ministry of Home Affairs No. 15/2008 on the implementation of gender mainstreaming at the provincial, district and municipal level (Permendagri No. 15/2008). The Permendagri No. 15/2008 clearly spells out responsibilities at each level, including Gender Responsive Budgeting (GRB) as a government’s budget.

**OBJECTIVE OF STUDY**

The key question addressed in this paper is: how does gender-responsive budget (GRB) have done in Indonesian Government’s as strategy to gender mainstreaming? What its legal background? How does institutionalization and challenges in working with partners on gender mainstreaming at national and regional level? In asking this question, the paper does not aim to detract from what has been achieved. Instead, it attempts to bring some realism into the discussion and assessment of these initiatives. The paper also stresses that different initiatives have different objectives and different outcomes which depend on context and who is involved.

The objective of this paper is to narrate Indonesia's experience in conducting Gender-Responsive Budgeting (GRB) and institutionalisation either at the national or sub-national level; in Indonesian context. The paper does not explain in any detail what GRBs are. There are a range of other sources which provide such a description and discussion.

**IMPORTANT CONCEPTS UNDERLYING GENDER MAINSTREAMING**

**Gender**

The concept of gender needs to be understood clearly as a cross-cutting socio-cultural variable. It is an overarching variable in the sense that gender can also be applied to all other cross-cutting variables such as race, class, age, ethnic group, etc. Gender systems are established in different socio-cultural contexts which determine what is expected, allowed and valued in a woman/man and girl/boy in these specific contexts. Gender roles are learned through socialization processes; they are not fixed but are changeable. Gender systems are institutionalized through education systems, political and economic systems, legislation, and culture and traditions. In utilizing a gender approach the focus is not on individual women and men but on the system which determines gender roles / responsibilities, access to and control over resources, and decision-making potentials.

It is also important to emphasize that the concept of gender is not interchangeable with women. Gender refers to both women and men, and the relations between them. Promotion of gender equality should concern and engage men as well as women. In recent years there has been a much stronger direct focus on men in research on gender perspectives.

There are three main approaches taken in the increased focus on men. Firstly, the need to identify men as allies for gender equality and involve them more actively in this work. Secondly, the recognition that gender equality is not possible unless men change their attitudes and behaviour in many areas, for example in relation to reproductive rights and health. And thirdly, that gender systems in place in many contexts are negative for men as well as for women – creating unrealistic demands on men and requiring men to behave in narrowly defined ways. A considerable amount of interesting research is being undertaken, by both women and men, on male identities and masculinity. The increased focus on men will have significant impact on future strategies for working with gender perspectives in development.

**Gender equality**

Gender equality is the preferred terminology within the United Nations, rather than gender equity. Gender equity denotes an element of interpretation of social justice, usually based on tradition, custom, religion or culture, which is most often to the detriment to women. Such use
of equity in relation to the advancement of women is unacceptable.

During the Beijing conference in 1995 it was agreed that the term equality would be utilized. Gender Equality means that the rights, responsibilities and opportunities of individuals will not depend on whether they are born male or female. Equality does not mean “the same as” – promotion of gender equality does not mean than women and men will become the same. Equality between women and men has both a quantitative and a qualitative aspect. The quantitative aspect refers to the desire to achieve equitable representation of women – increasing balance and parity, while the quantitative aspect refers to achieving equitable influence on establishing development priorities and outcomes for women and men. Equality involves ensuring that the perceptions, interests, needs and priorities of women and men (which can be very different because of the differing roles and responsibilities of women and men) will be given equal weight in planning and decision-making.

There is a dual rationale for promoting gender equality. Firstly, that equality between women and men – equal rights, opportunities and responsibilities - is a matter of human rights and social justice. And secondly, that greater equality between women and men is also a precondition for (and effective indicator of) sustainable people-centred development. The perceptions, interests, needs and priorities of both women and men must be taken into consideration not only as a matter of social justice but because they are necessary to enrich development processes.

**Gender mainstreaming**

Gender mainstreaming is not an end in itself, but a means to an end. The calls for increased gender mainstreaming in the Economic and Social Council (ECOSOC) Agreed Conclusions (1997/2) are not for increased gender balance within the United Nations but for increased attention to gender perspectives and the goal of gender equality in the work of the United Nations. Gender mainstreaming does not entail developing separate women’s projects within work programmes, or even women’s components within existing activities in the work programmes. It requires that attention is given to gender perspectives as an integral part of all activities across all programmes. This involves making gender perspectives – what women and men do and the resources and decision-making processes they have access to – more central to all policy development, research, advocacy, development, implementation and monitoring of norms and standards, and planning, implementation and monitoring of projects.

It is important to see the linkages between gender mainstreaming in the substantive work of the United Nations and the promotion of equal opportunities and gender balance within the United Nations itself. Organizational culture and organizational values are important in terms of creating work environments which are conducive to gender mainstreaming. Gender mainstreaming is easiest to implement in organizational environments which support approaches such as multi-disciplinary focuses, teamwork, creative thinking, flexibility and risk-taking.

Gender mainstreaming was established as an intergovernmental mandate in the Beijing Declaration and Platform for Action in 1995, and again in the ECOSOC Agreed Conclusions in 1997. The mandate for gender mainstreaming was considerably strengthened in the outcome of the General Assembly special session to follow-up the Beijing Conference (June 2000). Gender mainstreaming is not being imposed on governments by the United Nations. Member states have been involved in the intergovernmental discussions on gender mainstreaming since the mid 1990s and have, in consensus, adopted mainstreaming as an important global strategy for promoting gender equality.

The mainstreaming strategy does not mean that targeted activities to support women are no longer necessary. Such activities specifically target women’s priorities and needs, through, for example, legislation, policy development, research and projects/programmes on the ground. Women-specific projects continue to play an important role in promoting gender equality. They are still needed because gender equality has not yet been attained and gender
mainstreaming processes are not well developed. Targeted initiatives focusing specifically on women or the promotion of gender equality are important for reducing existing disparities, serving as a catalyst for promotion of gender equality and creating a constituency for changing the mainstream. Women-specific initiatives can create an empowering space for women and act as an important incubator for ideas and strategies than can be transferred to mainstream interventions. Initiatives focused on men support promotion of gender equality by developing male allies. It is crucial to understand that these two strategies - gender mainstreaming and women’s empowerment - are in no way in competition with each other. The endorsement of gender mainstreaming within an organization does not imply that targeted activities are no longer needed. The two strategies are complementary in a very real sense as gender mainstreaming must be carried out in a manner which is empowering for women.

LEGAL ASPECT FOR IMPLEMENTATION OF GENDER RESPONSIVE BUDGETING

According to the United Nations Development Fund for Women (UNIFEM), Gender Responsive Budget (GRB) is not designed as a separate budget allocation for man and woman GRB does not mean a-fifty-fifty percent budget allocation for man and woman. In the budgeting system, gender mainstreaming program is included in the output of activities Gender Budget Statement (GBS) is used as a tool to analyse gender issues into the budget allocation.

Indonesian government is focused on implementing the gender mainstreaming policy which then improved to be the Gender Responsive Budgeting (GRB). Since the GRB policy is coming into action, civil societies in Indonesia are actively advocating the public and the government for the implementation of GRB.

Making Indonesia a unique example, civil society organisations engaged in budget issues have focused mostly at the sub-national levels of government. As a result of this local focus, civil society engagement with budget issues exhibits a diverse range of focus, purpose, and level of sophistication. Most of these civil society organisations focus on both planning and budgeting and share commitment with participatory, gender and anti-poverty approaches.

The range of tools used to analyse the budget, mostly in an attempt to uncover corruption, include expenditure tracking, citizen report cards and user satisfaction surveys. Civil society organisations have nonetheless engaged at the national level having, for example, argued that the pledge to improve education outcomes has fallen short of making a significant impact on the quality and accessibility of education available to urban and rural communities.

Indonesian government’s commitment to achieve gender justice and equality is started by the Convention on the Elimination of All Forms of Discrimination against Women 1979 (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 Figure 1 below.

Figure 1. Regulatory framework

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Based on Finance Ministerial No 119/2009 there are 7 Government agencies namely: (1) Department of National Education, (2) Health, (3) Public Work, (4) Agriculture, (5) Finance, (6) Ministry of National Development Planning/National Development Planning Board and (7) Ministry of Women Empowerment to implement Gender Responsive Budget (GRB). There are asked to prepare Gender Budget Statement in four parts: (a) Outcomes and outputs of the largest-sub-programmes and their implications for gender equality; (b) Outcomes and outputs which specifically target women and girls; (c) Outcomes and outputs which will benefit both men and women and promote gender equality; (d) Outcomes and outputs which will strengthen gender mainstreaming institutions (gender focal points, working groups etc) in their respective Work plan.

Apart from the 7 pilot above in 2010, performance-based budget has been an entry point for GRB and at the present tracking of the GRB can be seen from government’s allocation for: (a) Specific women’s programmes or projects; (b) Capacity building/ gender sensitization and gender analysis (c) General or mainstream expenditure targeting around/more or less to almost equal participation of women and men in the activities designated.

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 evaluates 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.

Those laws and regulations will ensure the institutionalization of gender mainstreaming into concrete actions. The implementation of gender mainstreaming has also strengthened sub-national level (provinces, districts and cities) in the framework of regional autonomy. Its implementation is not only to give gender perspective, but also to be integrated into the planning and budgeting system.

**APPROACH AND STRATEGY TO IMPLEMENT GENDER BUDGET SYSTEM**

**Gender Responsive Budget Initiative at National Level**

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.

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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;

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.

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.

Gender Responsive Budget Initiative at Sub-national Level

From the 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.

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 (Strategi Nasional=National Strategy) 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 (Anggaran Pendapatan dan Belanja Daerah=Local Revenue and Expenditure Budget).

**Figure 3. The Process of Gender Responsive Budgeting**

In the efforts to accelerate gender mainstreaming institutionalization 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=Kelompok Kerja Pengarusutamaan Gender) and Focal Point. Local government leaders, through Governor/Regent/Mayor Decree to form Pokja PUG and assigned the Head of Local Development Agency (BAPPEDA=Badan Perencanaan Pembangunan Daerah) 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 institutionalization 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.

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. Socializations, training and technical assistance efforts in strengthening gender mainstreaming have been conducted continuously and have become a joint agenda (government and CSO=civil society organization) to accelerate its implementation at the sub-national level.

**Achievement within Government in National Level**

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 Table 1.
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 analyze 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 analyzed are varied to show the commitment from ministries/institutions in implementing GRPB within their areas.

**Achievement by Civil Society 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 2 below:

<table>
<thead>
<tr>
<th>Province</th>
<th>Sub National</th>
<th>Total GRB</th>
</tr>
</thead>
<tbody>
<tr>
<td>Banten</td>
<td>9</td>
<td>2.316</td>
</tr>
<tr>
<td>D.I Yogyakarta</td>
<td>9</td>
<td>1.063</td>
</tr>
<tr>
<td>Jawa Tengah</td>
<td>19</td>
<td>24.005</td>
</tr>
<tr>
<td>Jawa Timur</td>
<td>9</td>
<td>5.878</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>43</strong></td>
<td><strong>33.262</strong></td>
</tr>
</tbody>
</table>

Note: GRB (in US$ million)
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 strategizing budget reallocation.

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.

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 marginalized groups such as the women’s group and the poor among others.

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

Fortunately, civil society’s work in analyzing 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.

CONCLUSION

1. 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.

2. 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.

3. 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.

REFERENCES


Links to electronic resources for Indonesia:

Department of Finance. [http://www.depkeu.go.id/Ind/](http://www.depkeu.go.id/Ind/)

Ministry of Women’s Empowerment [http://www.menegpp.go.id/](http://www.menegpp.go.id/)