This is a time of great change for Indonesia with democracy, reformasi, regional autonomy, labour reforms and economic restructuring and rebuilding. It is also a time of great opportunity in laying the foundation for a fairer and more just society. This must include a proper recognition of the role and contribution which women can make.

There are many problems which women and girls face in access to education and training, in finding jobs, and in their treatment in the workplace. These result in the denial of basic rights and opportunities to the women concerned – and in the loss of the valuable contribution that these women might otherwise make through their work to Indonesian society and the economy.

This is why we need to identify effective ways of addressing gender issues – and the world of work is a key area where efforts should be directed.

The ILO in Indonesia is trying to develop a range of initiatives to address gender issues in the world of work. These include youth employment initiatives, work in the field of child labour and migrant workers and in the informal economy, industrial relations and collective bargaining training, encouraging gender sensitive representation and participation in meetings and courses, promoting the principles and implementation of ratified conventions, assisting government, employers and unions to move forward with gender programs – and generally mainstreaming gender into our thinking and programming. Gender is a cross-cutting theme in the Indonesia Tripartite Decent Work Action Plan 2002-2005.

The present study has been prepared to assist with the promotion of gender mainstreaming strategies in Indonesia. The ILO can play an important role in helping the social partners and others to integrate such strategies into their programmes and workplans. We must also ensure that gender issues and the promotion of gender equality are taken into account in the planning and conduct of ILO projects and activities in Indonesia.

The Gender Mainstreaming Strategy paper is the result of the efforts and inputs of many people from government, employers' and workers' organizations, non-government organizations, donor agencies and project implementation teams. We thank them all for their invaluable assistance. I would also like to acknowledge the special contributions made by Nina Shatifan, ILO consultant, and Naomi Cassirer, ILO SRO-Manila gender specialist, and the assistance given to them in the preparation of the paper by ILO colleagues David Lamotte, Mukda Sunkool, and Oktavianto Pasaribu.

I believe that this strategy paper will assist the ILO and the social partners in promoting gender equality at work and in seeking to ensure that gender issues are integrated into development policies and programmes in Indonesia.

Alan Boulton
Director
ILO Jakarta
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
</tr>
<tr>
<td>APINDO</td>
<td>Employers’ Association of Indonesia</td>
</tr>
<tr>
<td>BPS</td>
<td>Central Board of Statistics</td>
</tr>
<tr>
<td>CSOs</td>
<td>Civil Society Organizations</td>
</tr>
<tr>
<td>DEPNakerTrans</td>
<td>Ministry of Manpower and Transmigration</td>
</tr>
<tr>
<td>EEO</td>
<td>Equal Employment Opportunity</td>
</tr>
<tr>
<td>GAD</td>
<td>Gender and Development</td>
</tr>
<tr>
<td>GMS</td>
<td>Gender Mainstreaming Strategy</td>
</tr>
<tr>
<td>GROSS</td>
<td>Gender-Responsiveness of Statistical Systems</td>
</tr>
<tr>
<td>GTZ</td>
<td>German Development Cooperation</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organization</td>
</tr>
<tr>
<td>IMF</td>
<td>International Monetary Fund</td>
</tr>
<tr>
<td>LIPI</td>
<td>Indonesian Science Institute</td>
</tr>
<tr>
<td>MWE</td>
<td>Ministry of Women’s Empowerment</td>
</tr>
<tr>
<td>NGOs</td>
<td>Non-government Organizations</td>
</tr>
<tr>
<td>PSW</td>
<td>Women’s Studies Centres</td>
</tr>
<tr>
<td>SRO-Manila</td>
<td>ILO Sub Regional Office - Manila</td>
</tr>
<tr>
<td>TP-P2W</td>
<td>Women in Development Management Team</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Program</td>
</tr>
<tr>
<td>WID</td>
<td>Women in Development</td>
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</table>
ACKNOWLEDGEMENTS

Nina Shatifan, ILO consultant, coordinated and conducted most of the research for this strategy. Naomi Cassirer, ILO SRO-Manila gender specialist also made significant contributions to the paper. Acknowledgements are given to all those who participated in this study, including representatives of government, employers and workers organizations, non-government organizations, donor agencies and project implementation teams. The ILO Jakarta office, in particular Alan Boulton, Mukda Sunkool, and Oktavianto Pasaribu, and SRO-Manila specialists, especially David Lamotte, also provided guidance, technical inputs, materials and background information. The information and support offered by all were invaluable.
EXECUTIVE SUMMARY

ILO’s commitment to gender equality is reflected in its mandate for Decent Work to ‘promote employment opportunity for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity’. ILO Jakarta commissioned this study as part of developing a strategic approach to gender equality that would inform both the Indonesia Country Work Program 2002-2003 and Strategic Areas of Action and provide a longer-term perspective on how the Office could best pursue its mandate for gender equality at work. Linking gender equality with other development priorities through a process of gender mainstreaming will enable the concerns of men and women to be explicitly integrated into the shaping of development agendas and interventions of the ILO and its social partners and, in doing so, address systemic roots of inequality.

Since the economic crisis of 1997/98, recovery has been modest and remains fragile. Whereas there is some debate about the magnitude of the crisis on wages and employment, there is a general consensus that the crisis has had a devastating impact on real incomes for the poorest. The burden of dealing with this impoverishment falls largely to women given their major responsibility for domestic arrangements and more limited access to formal employment.

Overall, the crisis led to worse conditions for men and women in urban areas who were forced to stop working or to change jobs and it seems that older women face greater jeopardy in trying to re-enter the labour market. While women suffered fewer retrenchments and less unemployment during the crisis, they experienced more difficulty in finding alternative employment (ILO 2000) or were forced into the labour market, usually the low paid informal sector, in order to alleviate the deleterious impact on family income.

Sex disparities are apparent in all indicators of the labour market. Of particular alarm is the gendering of youth employment, with women comprising the vast majority of young high school graduates not in the labor force, signaling a significant pool of untapped potential among young women for Indonesia’s national development. A second concern is women’s significant participation in two of the least regulated areas, namely, agriculture and trade. Women’s wages are slightly more than two-thirds of that earned by men. Women’s earnings in the informal sector are also low, reflecting the small-scale nature of their enterprises.

The labour market is still characterised by an extensive low-skilled labour surplus, a relatively small formal sector and widespread underemployment. While Indonesia’s ability to pursue its agenda for economic recovery and growth will depend greatly on its commitment to strengthening the human capital of both women and men, sex disparities increase in favour of boys at each level of education (mitigated by socio-economic status) and the selection of study programs at senior secondary and higher education levels reveals traditional gender bias in fields of study in vocational and further education.

This picture reinforces the importance of gender equality as a cross-cutting issue across all four objectives of ILO’s Decent Work program. Interventions need to address the enabling environment and support infrastructure to ensure equality of access to employment opportunities and enhance women’s human resource potential on the supply side, while supporting expansion of labour markets and income earning opportunities and addressing causes of labour market stratification/segmentation on the demand side. Development of policies for structural adjustment, industrialisation, poverty alleviation, human resource development, regional development and globalisation must be informed by the gendered impacts on employment, particularly the potential for deepening the fragmentation and casualisation of labour against a backdrop of lessening social protection.
The study found these issues could best be addressed through a gender mainstreaming approach to support the commitments of the government and its social partners for gender equality, reflected in a range of constitutional, legal and policy provisions. The proposed three-year Gender Mainstreaming Strategy (GMS) seeks to enhance ILO’s capacity to contribute to a more positive enabling environment for the pursuit of gender equality in Indonesia.

The GMS provides a framework for action for three key result areas: 1) strengthening internal ILO mechanisms, 2) capacity building and leadership development among constituents and 3) pilot field projects for modelling gender mainstreaming approaches. A range of priority areas across the four strategic objectives set out in the Country Work Programme have been proposed as entry points in order to maximise the gender equality outcomes of ILO’s efforts to promote Decent Work. This could involve integrating gender equality objectives into policy dialogues and agendas of all employment related sectors, particularly into high level consultations, using quality research, data and analysis; setting budgetary and programming priorities; aligning with other policy mandates; and clarifying roles and responsibilities for gender equality outcomes on the part of ILO, Government of Indonesia and other partners.

Explicit integration of both women’s and men’s perspectives and requirements into all ILO programs and projects will boost allocations of mainstream resources for women’s development. Earmarking technical and financial resources for sex-specific interventions is also important for addressing egregious and/or persistent disadvantages. The GMS will require the allocation of regular budget resources through setting resource targets for the provision of specific gender expertise and gender related research for gender mainstreaming. In addition, the SRO-Manila gender specialist will continue to identify and mobilise extra budgetary resources for gender related activities.

The agenda for gender mainstreaming has gathered significant momentum in recent years in Indonesia. It now extends the goals of social justice and equity beyond the social welfare sector and ‘traditional women’s issues’ into the economic sectors. Maintaining this momentum for gender equality requires consistent advocacy and effort. The proposed Gender Mainstreaming Strategy outlined in this paper provides a guide for ILO Jakarta on the directions it can now take to support this momentum for social change.

The following recommendations emerge from the study:

1. ILO Jakarta to identify the priority areas for gender analyses in its sub-programs and develop appropriate mechanisms for conducting this analysis and integrating findings into future activities.
2. ILO Jakarta to work with the SRO-Manila gender specialist to develop or refine existing gender checklists and mechanisms for using them throughout the program cycle.
3. ILO Jakarta to assess its current procedures and practices for gender mainstreaming through a self-initiated review process with assistance from the SRO-Manila gender specialist.
4. ILO Jakarta to identify possible funding sources for increasing the availability of technical support for gender mainstreaming within the Office.
5. ILO Jakarta to consider establishing a register of Consultants for Gender Equality and Mainstreaming.
6. SRO-Manila gender specialist to work closely with the ILO Jakarta Office and its field staff to identify capacity building opportunities and develop a 12-month action plan and examine ways of institutionalizing gender equity performance into staff development and appraisal systems.
7. ILO Jakarta to examine opportunities for expanding the 18 Key Labour Indicators report and promote its use in analysis and planning with ILO partners.
8. ILO Jakarta to identify needs for sex-disaggregated data with constituents and examine ways to strengthen mechanisms for collection and use of such data.
9. ILO Jakarta to examine ways of improving the knowledge management system within the Office, including establishment of a database and promotional strategies for reporting achievements and lessons learnt in gender mainstreaming.
10. ILO Jakarta and SRO-Manila gender specialist to examine options for improving tracking of gender data for the Office activities and consider the development of a tracking system to enable the Office to monitor its progress in gender mainstreaming in the Country Programme.

11. ILO Jakarta to offer opportunities to employers' and workers' organizations to discuss the value-adding of gender mainstreaming within their organizations and jointly develop a broad strategy for organizational development to support gender mainstreaming activities as part of their strategic planning.

12. ILO Jakarta and the SRO-Manila gender specialist to discuss possible initiatives with social partners to promote leadership training for women in employers' and workers' organizations as part of their gender mainstreaming efforts and as a strategy to encourage increased female membership.

13. ILO Jakarta to provide technical assistance to social partners in the integration of gender mainstreaming approaches into their strategic or work plans.

14. ILO Jakarta and SRO-Manila gender specialist to examine current and planned activities in consultation with social partners to select a priority area as the basis for a gender mainstreaming pilot program.

15. ILO Jakarta to initiate a review of IPEC’s performance with respect to gender mainstreaming to identify lessons learnt in development of localized initiatives.

The report concludes with suggestions for next steps by ILO Jakarta to further the development of a gender mainstreaming strategy, which includes:

i. Undertaking a broad consultation process with constituents to develop and regularly review a set of priority actions for gender mainstreaming as part of the Indonesia Country Work Programme and Decent Work Agenda;

ii. Convening meetings of the Gender Advisory Team, ILO Jakarta Gender focal point and the SRO-Manila gender specialist to discuss and identify internal priorities for pursuing the Gender Mainstreaming Strategy as outlined in this Report; and

iii. Incorporating gender equality as a standing issue for the agenda of the ILO’s proposed Tripartite Consultative Group and use this Report as a starting point for dialogue.
1. INTRODUCTION

A strong commitment to equality of opportunity and treatment between men and women in the world of work is reflected in the ILO mandate for Decent Work to ‘promote employment opportunity for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. This is further reflected in the ILO Director-General’s policy statement on gender equality and gender mainstreaming (1999) and the subsequent ILO Action Plan on Mainstreaming for Gender Equality at Work. In the period 2000-2001, there was a 156 per cent increase in resources earmarked for gender issues in the technical sectors compared with 1998-1999.

However, the concept of gender mainstreaming is not yet well understood worldwide. It is concerned with addressing the underlying causes in the social, political, economic and cultural environment that causes gaps between women and men in terms of the benefits and burdens of their participation in all aspects of social and economic life. The ILO’s Action Plan for Gender Mainstreaming and Gender Equality at Work (1999) defines it as:

“the process of assessing the implications for men and women of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality”.¹

Only through deeper social, economic and political changes can the labour market conditions be changed to reduce the unfair treatment and disadvantage experienced by large groups of women, particularly those who are poor. This, in turn, leads to an improvement in the economic status of women, in particular poor women, that has been demonstrated to translate into broader community benefit. ILO has long recognised the linkages between social policy, employment, poverty and citizenship when considering the condition and well-being of women in poverty eradication. When women are overburdened with the tasks of daily survival, they cannot advocate for improvements to overall quality of life for themselves and their communities, including for social justice, political representation and peace and security.

The primary aim of gender mainstreaming then is to incorporate explicitly the concerns of men and women when shaping development agendas and interventions and, in doing so, try to address systemic roots of inequality. This makes the agenda of equality more explicit, unlike ‘universal’ policies that are claimed to implicitly include men and women. These generally fail to recognise that men and women often have different perspectives, needs and interests as a result of their socially defined gender roles and responsibilities.

1.1. Organization of the Study and the Report

ILO Jakarta commissioned this study in order to develop a strategic approach that would inform the Indonesia Country Work Program and assist ILO Jakarta to pursue its mandate for gender equality at work in the longer-term. It provides an update on the current operating environment for gender equity, with particular reference to the labour market and employment in Indonesia and to the priorities of stakeholders. It identifies possible entry points and options for intervention so that ILO Jakarta can capitalise on its comparative advantage on gender, labour and employment issues. The report sets out a Gender Mainstreaming Strategy (GMS) for ILO Jakarta to contribute to a more positive enabling environment for its constituents at both national and provincial levels (see Appendix 1 for Terms of Reference).

¹ Adopted by the ILO from the ECOSOC Agreed Conclusions 1997.
The study was undertaken by an external consultant who undertook a desk study and consulted key government officials, employers' and workers' organizations, non-government and civil society agencies, donors and other important individuals (see Appendix 2 for list of people consulted). Among the reports and papers used to inform the study, the following documents were particularly relevant, namely:

- Decent Work Country Programme for Indonesia 2002-2003 (Draft, ILO Jakarta)
- Strategic Thinking on Advancing Gender Equality in Indonesia, Ministry of Manpower and Transmigration Perspective (Draft Report, 2002)
- National Plan of Action to Mainstream Gender in Development Policies and Programs of Indonesia 2002-2004, Ministry of Women's Empowerment
- ILO Action Plan on Gender Mainstreaming and Gender Equality (ILO, 1999)

2. OPERATING ENVIRONMENT FOR GENDER EQUITY IN INDONESIA

2.1. Economic context

Economic transformation since the mid 1980’s reaped substantial benefit for Indonesia in terms of economic growth with an annual average GDP and merchant export growth of 8 per cent and 11 per cent respectively and an increase in the ratio of trade to GDP from 36.3 per cent in 1985 to 41.9 per cent in 1996 (ILO, 1999). Minimum wages tripled nominally and doubled in real terms in the period 1989-1996 (Agarwal, 1996).

The growth was associated with educational expansion and a shift from traditional subsistence agriculture to a more modern and formalised urban economy. Women benefited from and contributed to this economic expansion by supplying up to 40% of the labour for the rapidly growing export-oriented economy, especially the manufacturing sector in the late 1980’s. (ILO 1999) In effect, women's previously untapped labour enabled the Indonesian economy to respond to the increasing pressures, demands and opportunities brought by globalisation.

This progress in growth and poverty reduction was not sustainable because of weak fundamentals, including policy, law and institutions and where rules and institutions operated in favour of selected groups and individuals with power to extract huge rents. What started as a currency crisis that hit Asia-Pacific region in mid-1997 quickly turned into a deep-rooted economic downturn for Indonesia with major social impacts (Oey-Gardiner & Dharmaputra, 1998) as shown in Table 1.

### Table 1: Poverty Incidence by Urban/Rural, 1976-1998

<table>
<thead>
<tr>
<th>Year</th>
<th>Number (millions)</th>
<th>Percentages</th>
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<tr>
<td></td>
<td>Urban</td>
<td>Rural</td>
</tr>
<tr>
<td>1976</td>
<td>10.0</td>
<td>44.2</td>
</tr>
<tr>
<td>1978</td>
<td>8.3</td>
<td>38.9</td>
</tr>
<tr>
<td>1980</td>
<td>9.5</td>
<td>32.8</td>
</tr>
<tr>
<td>1984</td>
<td>9.3</td>
<td>25.7</td>
</tr>
<tr>
<td>1987</td>
<td>9.7</td>
<td>20.3</td>
</tr>
<tr>
<td>1990</td>
<td>9.4</td>
<td>17.8</td>
</tr>
<tr>
<td>1993</td>
<td>8.7</td>
<td>17.2</td>
</tr>
<tr>
<td>1996</td>
<td>7.2</td>
<td>15.3</td>
</tr>
<tr>
<td>1998</td>
<td>22.6</td>
<td>56.8</td>
</tr>
</tbody>
</table>

Real GDP declined by about 12% in 1998 and real wages collapsed by 40% between August 1997 and August 1998 (SAKERNAS). In June 1998, the rupiah stood at 14,700 to 1 US dollar, a drop from 7,200 rupiah some four months earlier. At the same time, the country suffered from drought, forest fires and political instability. Prices escalated, agricultural production declined and weakening demand for goods and services affected many people, but especially the poor. IFLS data for example shows that real wages declined between 33-40% in the 1997-1998 period with a similar drop in real hourly earnings of self-employed people in urban areas and women in rural areas, although real hourly earnings of self-employed males in rural areas remained essentially stable.

Indonesia's Macroeconomic Policy Framework (PROPENAS) is directed towards accelerating economic recovery, maintaining a stable and realistic interest rate and controlling inflation, reducing the budget deficit, subsidising foreign debt, developing a fairer progressive taxation system and reducing government expenditure. It also focuses on bank recapitalisation, restructuring of private debt, poverty alleviation and the development of community economies. Trade and investment liberalisation policies are leading the recovery charge with a focus on opening up the domestic market to global interests in order to improve quality, efficiency and competition of Indonesian's manufacturing industries.

Recovery has been modest and remains fragile with the economy growing by 4.8% in 2000, driven by investment and exports. Economic policies and institutions are gradually being strengthened although political will for reform has abated somewhat. The legal and regulatory environment is becoming more conducive to private investment and the rule of law. Increased lending to and licensing of small and medium enterprises is opening up access to economic opportunity. But the benchmark interest rate in 2000 remained high at 14% with inflation at just over 9% and the rupiah is worth about one quarter of its pre-crisis value. There is still much to be done in bank and corporate restructuring, in strengthening market institutions and governance systems, in creating opportunities for the disadvantaged, and in informing public debate about reform. (USAID, 2001).

There is some controversy about the magnitude of the crisis on wages and employment, with some claiming it brought rampant unemployment (ILO, 1999) and others suggesting that employment remained remarkably stable through the crisis while real wages collapsed (Frankenberg, Thomas and Beegle, 1999). However, there is a general consensus that the crisis has had a devastating impact on real incomes at the bottom of the income distribution and that the poorest are likely to bear the brunt of the negative medium and longer-term effects of the crisis (Smith et al, 2000). In August 1999, it was estimated that around 38 million or 18.4% of the population were living in poverty. 60% of the total population is estimated to be surviving on US$2 or less per day (ILO, Draft Cooperative Report, 2002). The burden of dealing with impoverishment has fallen largely to women given their major responsibility for domestic arrangements.

Macro-economic policies have to be shaped in ways that promote growth that is sustainable, equitable and redistributive. The policy of macroeconomic reform will continue to pursue deregulation, downsizing of the public sector and outsourcing, informal sector and part-time work (particularly homework arrangements), all of which fall outside labour legislation, and social protection will continue to increase. Emphasis on the manufacturing and service sectors will continue to lead the recovery charge and the formal sector is likely to
expand again, which will probably absorb more women than men, as in the past. (ILO, 1999). According to the Ministry for Women's Empowerment, government priorities for women's employment have been identified as home industries and cooperatives, with harvest processing and marketing as new areas for intervention. The National Development Plan also identifies migrant workers and the informal sector as priorities for gender equity.

A World Bank study using cross-country regression analyses demonstrated a considerable negative effect of gender inequality on economic growth (Klasen, 1999). Development of policies for structural adjustment, industrialisation, poverty alleviation, human resource development, regional development and globalisation must be informed by the gendered impacts on employment, particularly the potential for deepening the fragmentation and casualisation of labour against a backdrop of lessening social protection.

This must include collecting accurate measurements for women's economic activities. A problem for analysis is the limited definition of the term 'economic activity,' which results in a continual underreporting of economically active women with many subsistence, home and reproductive activities not included in the System of National Accounts (SNA). A large proportion of women's economic activity has no status as a 'real job' since if it is carried out within household subsistence production, it is recorded as an extension of domestic responsibilities with no monetary value. Home-based work is also hidden from statistical accounting since it is not regarded as wage employment or self-employment. Much of this currently goes unrecorded.

Economic planning remains skewed if it does not take into account women's paid and unpaid work and accurately reflect the full value of family responsibilities. UNDP (1995), for example, reported that 66% of female activities in developing countries are not captured through national accounting (compared to 24% of male activities). Consequently, increases in the quantity or productivity of female economic activities (such as increased activity in the informal sector in Indonesia) will not be recorded accurately, if at all, which in turn can depress measured economic growth (Klasen, 1999).

2.2. Labour Market Profile

Over the past thirty years, the Indonesian labour force has more than doubled in size with around 68 per cent of the working age population participating in the labour market in 2000. In 2000, around 71 million females and 69 million males were of working age in Indonesia, although men's labour force participation rates have consistently exceeded women's. Just 51 per cent of women but 84 per cent of men aged 15 and over were in the labour force in the year 2000, with women comprising 38 per cent of the total workforce (see Table 2). Much more difficult to capture is participation in the informal economy, which employs a considerable proportion of the population and is estimated to account for approximately 60% of all employment. Women are disproportionately concentrated in the informal economy, comprising about 65% of all informal economy workers.

Sex differences in labour force participation vary by age. Sixty per cent of males between the ages of 15 and 24 are in the labour force, compared to just 43 per cent of women in the same age group (see Table 2). In addition, women in this age group comprise 73.8% of all those aged 15-29 with high school qualifications.

<table>
<thead>
<tr>
<th>Table 2: Labour Force Participation by Sex, 2000</th>
</tr>
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<tbody>
<tr>
<td>Working Age Population 15+</td>
</tr>
<tr>
<td>Female</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Female share of total</td>
</tr>
<tr>
<td>Labour force participation rate</td>
</tr>
<tr>
<td>Female</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Female share of total</td>
</tr>
<tr>
<td>Labour force participation by age</td>
</tr>
<tr>
<td>Age 15 to 24</td>
</tr>
<tr>
<td>Female</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Female share of total</td>
</tr>
<tr>
<td>Age 25 to 54</td>
</tr>
<tr>
<td>Female</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Female share of total</td>
</tr>
<tr>
<td>Age 55 plus</td>
</tr>
<tr>
<td>Female</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Female share of total</td>
</tr>
</tbody>
</table>

Source: Labour Force Situation in Indonesia, Biro Pusat Statistik, BPS (2000)
and beyond who are not in the labour force (not shown tabularly). This points to a large pool of untapped potential for Indonesia's national development, which becomes more significant when the proportion of women working part-time (49.7%) is also taken into account. There is the increased likelihood that many of these women will experience difficulties and limited options in accessing the labour market in years to come.

Open unemployment is a problem for all workers, but women face greater disadvantages than men in finding work. For example, while women are just 38 percent of the labour force, they are 42.5 per cent of the unemployed (see Table 3). Women's disadvantages relative to men are greater at higher levels of education. Women as a whole comprise 42.5% of the unemployed, but are 54% of unemployed workers with Diplomas I, II, III, and Academy certificates, and 51% of unemployed workers with university degrees. The sex gap in unemployment is greatest at the highest level of education where women's rates of unemployment (18.3%) are more than double those of men (8.8%).

Vulnerability to unemployment also varies by age, with very high unemployment rates for both sexes between the ages of 15 and 24 (Table 3). Young workers in this age range are 67.7 per cent of all unemployed workers (not shown tabularly) with females and males similarly affected.

Table 3: Unemployment by Sex, 2000.

<table>
<thead>
<tr>
<th>Unemployment rate</th>
<th>Female</th>
<th>Male</th>
<th>Female share of total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>6.7%</td>
<td>5.7%</td>
<td>42.5%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Unemployment by Age</th>
<th>Female</th>
<th>Male</th>
<th>Female share of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age 15 to 24</td>
<td>20.1%</td>
<td>19.7%</td>
<td>42.7%</td>
</tr>
<tr>
<td>Age 25 to 54</td>
<td>3.2%</td>
<td>2.7%</td>
<td>42.0%</td>
</tr>
<tr>
<td>Age 55 plus</td>
<td>0.3%</td>
<td>0.3%</td>
<td>42.5%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Unemployment by education</th>
<th>Female</th>
<th>Male</th>
<th>Female share of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary or less</td>
<td>2.4%</td>
<td>2.5%</td>
<td>41.8%</td>
</tr>
<tr>
<td>Junior High</td>
<td>11.0%</td>
<td>7.9%</td>
<td>40.0%</td>
</tr>
<tr>
<td>Senior High School (general)</td>
<td>18.6%</td>
<td>11.4%</td>
<td>42.5%</td>
</tr>
<tr>
<td>Diploma I,II,III</td>
<td>10.8%</td>
<td>6.9%</td>
<td>53.9%</td>
</tr>
<tr>
<td>University</td>
<td>18.3%</td>
<td>8.8%</td>
<td>51.3%</td>
</tr>
</tbody>
</table>

Source: Labour Force Situation in Indonesia, Biro Pusat Statistik, BPS (2000)

The hours that men and women work and their employment statuses also show considerably different patterns (see Table 3). Most men (71.6%) work full time hours (between 35 and 74 hours per week). Women are nearly evenly split between part-time and full-time work, with 49.7 per cent working part-time hours and 48 per cent working full-time hours. Women are thus disproportionately represented among part-time workers, making up nearly 54% of all part-time workers. However, they are also over-represented among those who work very long hours: while only a small percentage of women work very long hours (2.4% work 75 or more hours per week), they are 44 per cent of all such workers, exceeding their representation of 38.9 per cent in the workforce as a whole.

Women's over-representation in jobs requiring very long hours may reflect efforts by some women to compensate for low wages by working more hours, but the data unfortunately do not allow further analysis of the demographic or labour market characteristics of the women in this category. Nevertheless, extremely long working hours are cause for concern for the health and well-being of workers and are equally worrying as insufficient hours of work.

Men are more than twice as likely than women to be employers. They are also more likely to be employees and to be self-employed, in particular, self-employed with assistance of family or temporary workers. In contrast, women are dramatically over-represented among unpaid family workers, presumably in no small
part due to norms and laws conceding property and business ownership and household head status to males, and regarding women's contributions as secondary.

Sex segregation in the labour market concentrates men and women in different industries and occupations. Men dominate in industries that tend to provide higher pay, such as mining, quarrying, utilities, construction and transport (see Table 4). There are no areas in which women predominate, but the two sectors in which their representation is greatest are agriculture and trade, which are characterized by little formalization and low paid relative to the other industries. Occupational segregation confines women to a narrower range of occupational opportunities than men, with slightly more than half of the female labour force working in blue collar and related occupations, and another one-fifth in regular clerical, sales and service jobs. Men are somewhat more evenly distributed, although roughly two-thirds work in either production or blue collar and related jobs. Women are substantially under-represented in all levels of production jobs, and in technician and expert-assistant jobs.

Table 4: Hours and Employment Status by Sex, 2000.

<table>
<thead>
<tr>
<th>Working hours (employees)</th>
<th>Female</th>
<th>Male</th>
<th>Female share of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 to 34 hours/week</td>
<td>49.7%</td>
<td>26.5%</td>
<td>53.7%</td>
</tr>
<tr>
<td>35 to 74 hours/week</td>
<td>48.0%</td>
<td>71.6%</td>
<td>29.3%</td>
</tr>
<tr>
<td>75 and more hours/week</td>
<td>2.4%</td>
<td>1.8%</td>
<td>44.1%</td>
</tr>
<tr>
<td>Total</td>
<td>100.0%</td>
<td>100.0%</td>
<td>38.9%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Employment Status</th>
<th>Female</th>
<th>Male</th>
<th>Female share of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Self-Employed (own acct)</td>
<td>18.3%</td>
<td>23.8%</td>
<td>32.2%</td>
</tr>
<tr>
<td>Self-Employed (assisted by family or temporary worker)</td>
<td>13.4%</td>
<td>29.1%</td>
<td>22.2%</td>
</tr>
<tr>
<td>Employer</td>
<td>1.2%</td>
<td>2.9%</td>
<td>20.9%</td>
</tr>
<tr>
<td>Employee</td>
<td>28.2%</td>
<td>35.7%</td>
<td>32.9%</td>
</tr>
<tr>
<td>Unpaid Family Worker</td>
<td>38.9%</td>
<td>8.5%</td>
<td>74.1%</td>
</tr>
<tr>
<td>Total</td>
<td>100.0%</td>
<td>100.0%</td>
<td>38.9%</td>
</tr>
</tbody>
</table>

Source: Labour Force Situation in Indonesia, Biro Pusat Statistik, BPS (2000)

Unfortunately, data based on broad industry and occupational categories disguise much of the sex segregation in men's and women's opportunities. However, data are not available for more detailed categories. Nevertheless, supplementary studies indicate sex segregation within these broad categories as well. For example, within the manufacturing sector, which offered the highest employment growth for women, 71% of male manufacturing workers were employed in regulated work compared to just 50% of female manufacturing workers (Oey-Gardiner & Dharmaputra, 1998).

Industrial and occupational sex segregation is central to persistent gender inequalities as women continue to have modest access to higher paying jobs. Even though wage differentials have narrowed with the advent of globalisation, women's influx into the lower paid end of the formal labour market has resulted in lower wages, with women earning only slightly more than two-thirds of men's earnings (ILO, 2000). The situation improves only slightly at higher education levels, with women who hold post-secondary education earning 70% of their male counterparts (Oey-Gardiner & Dharmaputra, 1998). Between 26-40% of this wage differential cannot be explained by differences in characteristics such as education, age, sector and region. Instead, discriminatory recruitment and work practices, resulting from a non-competitive labour market and women's weaker bargaining position, are strong contributors to pay inequity (ILO, 1999; Manning, 1998). Equal Employment Opportunity (EEO) policies and programmes would have a positive effect in reducing such gender bias.

Income disparity is not only restricted only to the formal sector. Gender differentials in the informal sector also result from sex-segmentation in the sector with women over-represented in lower income activities in...
which they have little or no bargaining power, notably small-scale food retail and sub-contract or piece work. Data presented above indicated that a large proportion of women work as unpaid family workers. Unpaid family work witnessed a large influx as women in rural areas turned to this option during the economic crisis (Smith et al, 2000). It is likely that the informal sector, characterised by lack of social protection and reduced bargaining power, will continue to be a major source of employment for women and men.

Table 5: Sectoral Composition by Sex, 2000

<table>
<thead>
<tr>
<th>Sector</th>
<th>% total female</th>
<th>% total male</th>
<th>Female % total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>46.7%</td>
<td>44.4%</td>
<td>39.5%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>14.3%</td>
<td>12.0%</td>
<td>42.3%</td>
</tr>
<tr>
<td>Construction</td>
<td>0.4%</td>
<td>6.1%</td>
<td>4.0%</td>
</tr>
<tr>
<td>Trade/Hotels/Restaurants</td>
<td>25.6%</td>
<td>17.5%</td>
<td>47.6%</td>
</tr>
<tr>
<td>Transport</td>
<td>0.6%</td>
<td>7.9%</td>
<td>4.2%</td>
</tr>
<tr>
<td>Finance/Real Estate/Business Services</td>
<td>0.7%</td>
<td>1.3%</td>
<td>28.9%</td>
</tr>
<tr>
<td>Services</td>
<td>11.4%</td>
<td>10.1%</td>
<td>41.0%</td>
</tr>
<tr>
<td>Mining/Gas/Electricity</td>
<td>0.3%</td>
<td>0.7%</td>
<td>16.7%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
<td>38.9%</td>
</tr>
</tbody>
</table>

Source: BPS (2000)

Earlier ILO research indicates that women are more likely to face retrenchments than men (ILO, 2000). Economic shocks have strong effects on other sectors of the labour market as well, for example, resulting in higher costs of materials and lower demand for the products of home workers, most of whom are women. During times of economic recession, there are greater pressures on women to increase their contributions to household income, adding to their already time-consuming tasks associated with non-remunerated reproductive and caring labour.

In view of the limited range of occupational and industrial opportunities for women, and the low pay of jobs available to them, it is not surprising that women are increasingly turning to overseas jobs for better wages, although not necessarily for better opportunities for skill or career development. Statistics indicate

Table 6: Occupational Composition by Sex, 2000

<table>
<thead>
<tr>
<th>Sector</th>
<th>Female</th>
<th>Male</th>
<th>Female share of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leader/Senior Manager</td>
<td>0.8%</td>
<td>1.0%</td>
<td>32.8%</td>
</tr>
<tr>
<td>Expert</td>
<td>3.8%</td>
<td>2.6%</td>
<td>47.5%</td>
</tr>
<tr>
<td>Technician and Expert Assistant</td>
<td>0.3%</td>
<td>0.8%</td>
<td>18.7%</td>
</tr>
<tr>
<td>Production and Related</td>
<td>15.1%</td>
<td>32.5%</td>
<td>22.4%</td>
</tr>
<tr>
<td>Advanced Clerical and Service</td>
<td>0.3%</td>
<td>0.3%</td>
<td>42.5%</td>
</tr>
<tr>
<td>Intermed Clerical, Sales, Service</td>
<td>7.4%</td>
<td>9.0%</td>
<td>33.6%</td>
</tr>
<tr>
<td>Intermed Production/Transport/Related</td>
<td>1.5%</td>
<td>9.1%</td>
<td>9.3%</td>
</tr>
<tr>
<td>Regular Clerical, Sales, Services</td>
<td>19.8%</td>
<td>11.9%</td>
<td>50.8%</td>
</tr>
<tr>
<td>Blue Collar and Related</td>
<td>50.9%</td>
<td>32.7%</td>
<td>49.1%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
<td>38.9%</td>
</tr>
</tbody>
</table>

Source: BPS (2000)
that slightly more than two-thirds of workers going abroad to work in the 1990s were women, most of whom were employed as domestic workers in Asia and the Middle East. The particular needs of these workers, in terms of their rights as workers and their needs for social protections and safety nets, must also be considered.

Women’s disadvantaged labour market position is attributed in part to their lower educational levels. In general this is true, as 69% of female workers compared with 58% of males had at most completed primary school in 2000 (BPS). There is a more equitable situation with the proportion of working men and women with post secondary education, comprising 9.6% and 8.3% respectively (BPS, 2000). Even amongst those aged 15-29, usually associated with first entrance into the labour market, 3.2% of women hold post-secondary qualifications compared with 2.5% men.

Selection of study programmes at senior secondary and higher education levels however reveals gender bias in fields of study in vocational and further education as shown in Table 6. A far lower proportion of women enrolled in vocational secondary school courses for Technology and Industry or Agriculture and Forestry. Female students, who comprised less than a third of all students, showed a preference for programmes relating to Business and Management as well as Tourism.

Table 7: Vocational Study Program by Sex, 1999/2000

<table>
<thead>
<tr>
<th>Study Program</th>
<th>Male</th>
<th>%</th>
<th>Female</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture and Forestry</td>
<td>46,503</td>
<td>69.5</td>
<td>20,383</td>
<td>30.5</td>
<td>66,886</td>
</tr>
<tr>
<td>Technology and Industry</td>
<td>1,425,776</td>
<td>80.7</td>
<td>400,492</td>
<td>19.3</td>
<td>1,766,086</td>
</tr>
<tr>
<td>Business and Management</td>
<td>201,074</td>
<td>33.4</td>
<td>400,492</td>
<td>66.6</td>
<td>601,566</td>
</tr>
<tr>
<td>Social Welfare</td>
<td>5,378</td>
<td>51.3</td>
<td>5,097</td>
<td>48.7</td>
<td>10,475</td>
</tr>
<tr>
<td>Tourism</td>
<td>45,009</td>
<td>49.9</td>
<td>45,566</td>
<td>50.3</td>
<td>90,575</td>
</tr>
<tr>
<td>Art and Craft</td>
<td>7,728</td>
<td>43.3</td>
<td>10,173</td>
<td>56.7</td>
<td>17,901</td>
</tr>
<tr>
<td>Total</td>
<td>1,731,468</td>
<td>67.8</td>
<td>822,021</td>
<td>32.2</td>
<td>2,553,489</td>
</tr>
</tbody>
</table>

Source: Ministry of Education, 2001

Gender parity in education has yet to be achieved although there has been substantial improvement as shown in Table 6. Gender gaps in favour of boys still increase with each level of education, with the largest gender differential to be found in higher education. It is still the case that girls have a lower school life expectancy than boys and that poor girls from rural areas are the least likely to progress beyond primary level schooling. This highlights the importance of gender strategy for education, because even if the government has a policy on basic education for all, explicit strategies are still required to improve the access and participation of girls, especially poor rural girls, in secondary schooling and beyond (Shatifan, 2001).

Social protection and security issues for women also raise concerns. A study on migrant workers by the ILO Jakarta office indicates that women are the majority of migrant workers and that their proportion of migrating workers is increasing. Migrant workers face a host of problems including violation of their basic human rights, vulnerability to physical and sexual abuse, recruitment fraud, low wages and poor working conditions, and others.

Many workers in Indonesia have no access to social security. A recent study indicates that just 14% of all workers are covered by mainstream social security schemes, and of those workers that are covered, men outnumber women two to one. Women’s absence in formal social security is due in no small part to their concentration in the informal economy and among piece rate, contract, and home workers.

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Women's disadvantages in the labour market are compounded by their lack of access and representation among key actors in the economy. Women are underrepresented and gender advocates are few in policy and decision making levels of government agencies. Women workers comprise approximately 40 percent of union membership but less than one percent of union leaders. Employers' organizations can serve policy, advocacy, and informational roles to strengthen women's businesses, however, employers' organizations have historically overlooked women-owned companies for multiple reasons, ranging from lack of gender awareness and responsiveness to the tendency to represent larger businesses while women tend to run small or micro businesses. Women's absence in the upper tiers of government, employers' organizations, and trade unions restricts the capacity of such organizations to recognize and respond to the barriers that deny women equal opportunity and treatment.

In summary, most labour market indicators reveal a bias against women. Even though they make up more than half of the working age population, they experience differential treatment when they enter the labour market in terms of limited occupational choices, lower levels of pay and less opportunities for public sector employment. Their predominance in the informal sector renders them more vulnerable to unsafe working environments and less secure employment. There are indications that predicted growth in manufacturing and service industries will benefit women. However, this growth will not necessarily be in those areas that are secure, adequately paid or safe. Given expectations that poverty will not decline any time soon, the economic survival of poor women workers, in particular, female heads of household, must receive greater attention. Effecting change will also require considerable improvements in women's access to representation and voice in view of their current under-representation in policy and decision making levels of government, employers' organizations, and trade unions.

### 2.2.1. Main Issues for Gender Equality in the Labour Market

Poor education and training, lack of social capital, family responsibilities and discrimination affect both women and men, but the data show that women are consistently more disadvantaged in the labour market than men. There are a number of gender gaps that still need to be addressed:

- Lower rate of women's labour participation and higher unemployment rates;
- Restricted access for women to a broad range of educational and training opportunities;
- Inadequate access for women to economic resources such as land and credit;
Practices in recruitment, hiring and promotion within the formal sector that discriminate on the basis of gender;

- Sex segmentation of the labour force with women concentrated in fewer sectors of the economy, generally within lower-paid, lower status jobs with little upward mobility or security or in unregulated areas such as migrant work, domestic work or homework;

- Low legal and social protection of women workers, including a lack of recognition in social insurance schemes of the multiple roles of women and their subsequent need for flexible and individualised forms of insurance;

- Widening of age brackets of women in the labour force from early age to the elderly, with an increasing proportion of children entering the informal sector; and

- Continuing assumption (reflected in legal and cultural norms) that women's work is supplementary to their domestic role and to their spouses' income, which is used to legitimize workplace discrimination; and

- Lack of access to voice and representation reflected through women's under-representation in leadership and decision-making positions in government, employers' organizations, and trade unions.

It is clear then that a strategy to improve women's position in the labour market must consider ways to improve equality of access to employment opportunities and enhance women's human resource potential on the supply side, while supporting the expansion of labour markets and income earning opportunities and addressing causes of labour market stratification/segmentation on the demand side.

2.3. Political Commitment

Indonesia's Constitution4 (UUD 1945) and Pancasila, the State Philosophy, reflect a commitment to equal rights for men and women and the need for their full participation in economic and social development. The country is also a signatory to the Beijing Platform of Action for Women (1995) and the Convention on the Elimination of Discrimination Against Women (1984). Clearly, political support is critical at all levels for effective implementation of regulatory provisions, programming and budgeting for gender-mainstreamed labour market programmes, expansion of employment options and progress in meeting these and other international obligations to which Indonesia is committed.

The advancement of gender equity gained momentum on the political agenda in 2000 and 2001. Gender equity was included as a specific development goal within the Broad Guidelines of the State Policy (GBHN) and in the National Development Plan 2000-2004 (PROPENAS); the Ministry for Women's Empowerment was revitalised, the Commission for Women (KOMNAS Perempuan) was established (with a priority for examining issues of women and violence), the Presidential Instructions for Gender Mainstreaming was approved and ILO Convention 111 on Discrimination (Employment and Occupation) and the optional CEDAW Protocol were ratified.

Both the PROPENAS and the Presidential Instructions contain specific references to the promotion of micro, small and medium scale businesses as well as the empowerment of women.

In more recent times, while there appears to be less political interest in gender equity, the policy for gender mainstreaming is being enacted at the institutional level (particularly with support from donor agencies). Advocacy to maintain a momentum for change is an immediate challenge for ILO with a focus not only on the formal policy channels such as the Ministry for Women's Empowerment, but also on other institutions with responsibility for promoting gender equality. Legislators, particularly women's caucus of legislators, members of the judiciary and political representatives at all levels are important allies in this endeavour. ILO can assist by promoting high level policy dialogues on gender equity providing quality gender and

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4 Article 27 of the Constitution explicitly stipulates the equal rights of all citizens to employment and conditions of life that accord with human dignity.
social analysis to inform substantive issues, as well as capacity building and technical assistance of gender mainstreaming experts for policy makers.

2.4. Legislative and Regulatory Environment

Both men and women in Indonesia have the legislated freedom to engage in economic and social activities outside the home. Indonesia was the first country in Asia and the Pacific to ratify the eight core conventions on Fundamental Principles and Rights\(^5\), but as yet, there is no policy framework through which all Ministers are held accountable for their compliance with international obligations. The level of enforcement under the various regulations is very limited, due partly to a shortage of labour inspectors (reportedly around 800 personnel for more than 100,000 companies), and lack of regulatory systems and institutional understanding of employment equity issues. There is also a likelihood of resistance from employers who regard anti-discrimination and EEO provisions as additional and unnecessary labour costs.

There are still contradictory legislative and policy arrangements. For example, while the 1974 Marriage Law (UU Perkawinan No. 1/1974) provides equal rights and responsibilities between husband and wife, it also explicitly identifies men as heads of households and ‘breadwinners’ and women as wives and mothers (para 31). Traditional norms and values give men greater rights for land ownership that greatly affects women's economic opportunities, particularly in accessing credit. Divorce law provides a greater share of assets to the husband while taxation law provides for men as the subject of taxation so that married women must use their husband’s tax number at all times unless they have a specific pre-nuptial contract that allows a couple to separate their assets and income.

On the other hand, Indonesia has introduced substantial legislation and policy provisions to build a framework that, if implemented effectively, would provide equal access to employment, equity in remuneration and provisions for women’s childbearing responsibilities\(^6\). These provisions include:

- Circular No. 4 of 1988 prohibiting gender discrimination;
- Regulation No. 3 of 1989 prohibiting gender discrimination due to marriage, pregnancy, childbearing or breastfeeding;
- Article 3 of Government Regulation No. 8 of 1981 prohibiting discrimination in determining rates of remuneration for work of equal value;
- Regulation No. 4 of 1989 concerning protection of employed women workers at night;
- Instruction No. 2 of 1991 supporting improved opportunities for nursing workers to breast feed their children during work time;
- Circular No. 4 of 1996 prohibiting gender discrimination in enterprise regulations;
- Joint Decree of Ministry of Manpower and Transmigration and the Ministry of Health No. 22 of 1996 and No. 202 of 1996 addressing nutrition deficiency among women workers; and
- The Circular of the Secretary General of the Ministry of Manpower No. 5 of 1998 stipulating requirements for gender mainstreaming within Ministry of Manpower and Transmigration's programmes and projects for 1998/1999.

In addition, the Manpower Act no. 13/2003, which covers industrial relations and workers’ protection, has recently been enacted. The law aims to provide more streamlined and comprehensive protection for workers. The gender implications as a result of the implementation of the law need to be assessed.

The Ministry for Women's Empowerment also has a working group to provide input on legal and policy reform matters of the government and the National Development Planning Board is supporting gender

\(^5\) These include Conventions for Freedom of Association, Freedom from Forced Labour, Freedom from Child Labour and Freedom from Discrimination.

mainstreaming within the Justice Sector. The National Law Commission has taken initiatives towards reforming legal institutions and a Centre for the Study of Gender and Religion has been established within the Ministry of Religion.

2.5. Gender Mainstreaming and Women's Empowerment

Until recently, Indonesia had a long-standing policy approach of women-specific programmes, which were implemented mainly through the national P2W-KSS Programme (Improvement of Women's Role in Fostering a Healthy and Prosperous Family). With women's primary role seen predominantly as a domestic one, such programmes focused mainly on family welfare and supplementary family income-generation so that other development programmes have not been required to be gender responsive. As a result, there is an overall lack of institutional awareness of the links between women's empowerment and sustainable development.

The government's policy focus has since broadened to consider issues of women's empowerment and the quantity and quality of their participation in the productive sectors. Women's economic role is specifically incorporated in the National Development Plan 2000-2004 (PROPENAS) with migrant workers and informal workers identified as priority areas. The plan of action to support these priorities is ambitious, including a national forum for gender equity, institutionalising gender mainstreaming into government agencies, developing instruments and methods for gender mainstreaming, creating linkages between government and community organizations, developing gender-related information through the Bureau of Statistics (BPS) and strengthening women's NGOs and government-NGO partnerships.

Gender equity goals were further strengthened by the release in December 2000 of the Presidential Instructions for Gender Mainstreaming No. 9/2000. These are complemented with the Manual for Gender Mainstreaming in National Development, which clarifies the roles and responsibilities for gender mainstreaming within government departments and agencies. Five government agencies, namely Labour and Transmigration, Agriculture, Cooperatives, Education and Justice, have been participating in a pilot program using the Gender Analysis Pathway (GAP), developed by the Ministry for Women's Empowerment (with CIDA support). This simple analytical tool is used to assist with gender analysis and gender-sensitive planning and policy and programme development and offers opportunities for further development with constituent groups.

ILO is well paced to promote articles regarding employment (article 11) and socio-economic benefits (article 13) of CEDAW, the Beijing+5 and Copenhagen Social Development statements and ILO Conventions as key entry points for gender mainstreaming in Indonesia.

3. GOVERNMENT STAKEHOLDERS

3.1. Ministry of Manpower and Transmigration

The Ministry of Manpower and Transmigration has coordinating responsibility for ILO Conventions signed by Indonesia, promoting EEO and fair work practices. The Sub-directorate of Special Manpower Placement and the Sub-directorate of Labour Norms Inspection within the Department have designated responsibility for policy development in these areas. While there is an institutional commitment at senior levels to strengthen women's participation in national development, there remains a lack of awareness and technical capacity for gender mainstreaming among policy developers, planners and programmers, a lack of gender data, budgetary constraints, a lack of networking between relevant work units and insufficient follow up action at senior levels. ILO can support efforts to address these constraints through its advisory and capacity building activities in a range of technical areas.

The Department has prepared a draft paper Strategic Thinking on Advancing Gender Equality in Indonesia: Ministry of Manpower and Transmigration Perspective as a blueprint for its strategy to advance ILO Conventions No. 100 and 111. This will require coordination with the Legal Affairs and Organization Bureau and
Bureau for Planning and Finance. Proposed activities include establishment of a national EEO Committee supported by an EEO Unit to be set up within the Ministry, training and guidelines on EEO to be delivered nationally, gender analysis in all policies, programmes and reporting, capacity building in gender analysis so that the Ministry and other stakeholders are better equipped for more gender responsive planning, development of gender networking activities internally and externally through national and regional working groups on labour issues. ILO Jakarta has already had a number of discussions on this paper with the Ministry and is providing support for dialogues with stakeholders. This would form a core component of the ILO programme for gender equity in Indonesia as part of its promotion of standards.

The Ministry is also one of the priority areas identified in the new National Programme of Action for Gender Mainstreaming, and will continue to build on its previous work with the Ministry of Women's Empowerment. ILO could look at possible synergies with this new programme in the development of a model program (see section 9).

3.2. Ministry for Women's Empowerment

The Ministry for Women's Empowerment plays a central role in promoting gender mainstreaming as a development strategy in Indonesia. It has recently released a National Programme of Action, with technical support through the Dutch Government and UNDP. The development of this programme identifies priorities and mechanisms for coordinating gender mainstreaming across government agencies with the Ministry of Manpower and Transmigration as one of priority Ministries for implementation. A technical cooperation project for a period of 2002-2004 is proposed to cover Jakarta, Banten, East Java, South Sulawesi and South Kalimantan, which is intended to be a model for gender mainstreaming in development policies, and programmes.

Amongst its activities, the Ministry provides training for gender mainstreaming at provincial levels and has recently produced a range of user-friendly booklets on gender mainstreaming for broad usage. Within the Ministry, there is a secretariat for a Gender Mainstreaming forum, comprising officers from a range of government agencies and for a biannual policy meeting of the top-level government officers. Unfortunately, the high level of turnover amongst these officers complicates the policy making process.

While the Ministry has an advocacy and policy-making/influencing role, its role with regional autonomy is yet to be worked out since it has no provincial or district level offices. It is looking to form partnerships with different stakeholders and has set up working groups at provincial level women's bureau to deal with specific issues, such as reproductive health, or welfare but not yet on employment. These working groups include representatives of several ministries, women's studies centres, and NGOs (but not unions or employers).

3.3. Ministry of Cooperatives and Small and Medium Enterprises

The Ministry of Cooperatives and Small and Medium Enterprises is currently revising the Co-operative Law (UU no. 25/1992) in cooperation with the World Bank to stimulate the process of regenerating cooperatives in Indonesia. There are government administrations for cooperative development at both national and sub-national levels with training centres in 27 provinces, although training is increasingly the responsibility of cooperatives themselves. The government has also in the past provided credit schemes and assets such as storehouses to support the cooperative effort. The revised legislation is designed to create a more positive enabling environment for cooperative development by guaranteeing the autonomy and greater security for cooperatives and changing the role of government from control to facilitation. The importance of women in cooperatives has been recognised in a current ILO paper on possible strategic interventions in co-operative development and this awareness needs to be carried forward into ILO work with the Department.

The ministry has the authority to coordinate efforts concerning SME development (UU N.o. 9/1995 and Keputusan Presiden No. 101/2001). SME development is widely recognized by the government as an

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7 For detailed discussion, see Strategic Thinking on Advancing Gender Equality in Indonesia: Ministry of Manpower and Transmigration Perspective (Draft Report, 2002, Indonesia).
important strategy for poverty reduction as a means to better utilize human resources and to raise the income of the poor. Decentralization locates the responsibility in programming and implementation to the regional governments, so that provincial and district governments will be important in the coordination of technical and financial promotion activities for SMEs and in creating an enabling environment for SME development.

The ADB funded a project in the ministry entitled, “Technical Assistance for Small and Medium Enterprises Development: Creating a Sound Environment for SMEs”. The project assisted the government in identifying and implementing best-practice approaches to SME policy and regulatory environment, BDS, and financial services. The project ended in January 2002, and follow-up projects continue to be considered.

3.4. National Development Planning Board (BAPPENAS)

The Directorate for Population, Social Affairs and Women’s Empowerment in the National Development Planning Board (BAPPENAS) has coordinating responsibility for gender mainstreaming within the National Development Plan. It also has an important advocacy role regarding government funding for gender mainstreaming activities within the public sector. It is considered a critical stakeholder in any development planning for gender mainstreaming initiatives at national level.

3.5. Poverty Reduction Committee

The government has established the Poverty Reduction Committee (PRC) through Keppres No. 124 in relation to No. 8/2002. The PRC is led by the Coordinating Minister of Public Welfare and his deputy, the Coordinating Minister of Economy and its mandate is to formulate and implement poverty reduction policies and programs, through line governmental agencies at national and regional levels, as well as all development stakeholders, including representatives of legislative institutions, NGOs, universities, professional associations, the business world, and the society. The PRC has adopted two main strategies for alleviating poverty in the short term: (i) reducing the expenses of the poor; and (ii) increasing the income and purchasing power of the poor.

In response to demands for realizing the principles of good governance, the government needs to set poverty reduction strategy as part of the long-term development policy framework, with the involvement of other development actors. Currently, the PRSP is being formulated which includes the following stages: (i) poverty problems identification; (ii) poverty reduction policies and programs evaluation; (iii) strategies and policies formulation; (iv) program formulation and presentation; and (v) monitoring and evaluation of the implementation of policies and programs.

Government efforts to mainstream policies and programs of poverty reduction are to include the following, from the year 2002 on:

- Preparing guidelines and manuals for sectoral and regional agencies to formulate pro-poor development programs and budgets and providing technical assistance in implementing poverty reduction policies and programs under a centralized mechanism
- Evaluating on-going programs beginning in 2002 directly associated with poverty reduction to assess their effectiveness
- Taking inventory of programs funded by foreign loans or grants
- Establishing a sub-committee to identify and develop pro-poor programs and policy making and to develop a program-conveying system and funding alternatives
- Continuing the PRSP process as part of the long-term development policy framework.

3.6. Regional Agencies

Regional decentralisation has created a major shift in responsibility for labour market issues in Indonesia. The role of the central administration is to guide, facilitate and provide technical assistance, rather than instruct or control as in previous times. It relates to provincial governors but has no line responsibility at
district level. There is a risk that without strong local advocacy, social policies (e.g., training, social safety net programmes, gender mainstreaming initiatives) might receive lower priority if local administrations look for cost-cutting measures to deal with budget shortfalls.

New structures for policy making, planning and budgeting for development provide significant opportunities for equity objectives to be incorporated into new governance and budgetary structures. As local administrations gear up for their new roles, often with support from multilateral and bilateral donors, the participation of women and civil society representatives in decentralised structures must continually be emphasised in order to promote a broader and fairer development impact. Gender mainstreaming provides a useful mechanism through which local government and public sector agencies can improve their planning, policy and programme development and evaluation functions to be gender-responsive. The Gender Analysis Pathways (GAP) model developed by the Ministry of Women's Empowerment with CIDA's support has already proved itself of value at the national level.

A key target would be awareness-raising for provincial legislative assemblies and local planning offices (BAPPEDA) to promote a gender-responsive approach to social and economic development. With local representatives becoming more responsive to the needs of their electorates, this could result in local demands for employment and labour market services (e.g., vocational training), being more efficiently and equitably addressed.

Fourteen sectoral departments including economic agencies are responsible for the P2W-KSS programmes through to community level. These are also represented on the government-mandated Women in Development Management Teams (TP-P2W) at provincial level, headed by the Vice Governor and including representatives from BAPPEDA, NGOs and Women's Studies Centres. The TP-P2W are severely under-resourced (funds for activities are centrally funded), generally lack a secretariat and have limited authority, partially due to a lack of commitment by participating sectors, as well as leadership from provincial governments. ADB is planning to support the strengthening of these teams as part of its gender mainstreaming activity in support of an instruction from the Ministry of Home Affairs to provincial governors to boost the effectiveness of these bodies.

Generally, it has been very difficult for many national and international agencies to come to grips with decentralisation, particularly since it is not always clear who comprise the relevant decision-makers. This situation is unlikely to change in the near future, particularly if revisions to Laws No. 22/1999 and 25/1999 relating to decentralisation as proposed and initiatives at the provincial and district levels do not establish clear accountabilities and responsibilities for gender mainstreaming from the outset.

4. NON-GOVERNMENT STAKEHOLDERS

4.1. Employers' Associations

The national Employers' Organization (EO) is the Asosiasi Pengusaha Indonesia or APINDO. It has a membership of about 6,000 members, of which less than 10% are women members and there are few women represented on the different committees of the Association. Employed officials rather than the owners sometimes represent companies. Its main focus is on industrial relations and the business operating environment. The Indonesian Chamber of Commerce (KADIN) comprises owners of businesses, commerce and manufacturing/servicing companies and tends to have more of a focus on employment promotion. There is a good working relationship between the two organizations and KADIN has given full authority to APINDO to handle all affairs related to human resource development in the corporate sector. The administrative and day-to-day functioning of APINDO is implemented through a secretariat headed by an Executive Director, who is usually appointed by the members of APINDO for a specific tenure (two years which can be extended).

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8 One impact of decentralisation has been reflected in recent reports of restrictions imposed on women's mobility, dress and participation in public life in locations where more traditional concept of gender roles prevail.
APINDO’s priorities with respect to gender focus more on facilitating a more congenial environment for women entrepreneurship development than on issues concerning women employees. APINDO itself has suggested some possible strategies such as collection of gender-disaggregated data of APINDO’s membership, needs assessment for women members, a gender-awareness raising seminar/workshop for the management of APINDO and a campaign to raise gender sensitivity through the circulation of promotional literature. Further work is required in marshalling resources that exist within Indonesia for gender mainstreaming within the Association. One avenue for funding such activities could be through the DECLARATION Industrial Relations project.

Most Indonesian women entrepreneurs are members of either of the three umbrella business organizations - KADIN for general businesses, KOWANI for women in business, and DEKOPIN for co-operatives run as businesses. At present, APINDO has an official relationship with KOWANI and DEKOPIN.

4.2. Unions

In the era of reformasi, there has been an expansion of new unions in addition to the previously government-sanctioned SPSI (Serikat Pekerja Seluruh Indonesia).

Gender advocates from SPSI Reformasi and SBSI reported huge disparities in women’s membership and leadership within unions, with women comprising 40% of members and 1% of leaders. Some of the reasons for such disparities include cultural assumptions about women and men’s roles, discriminatory state policies against women, and lack of gender sensitisation among male union leadership. While there is pressure at the international level for gender mainstreaming, in practice, it is much more difficult for unions to implement. Union structures are set up so that women have little voice—the Board is appointed by the Secretary General rather than elected, and women are under-represented on decision-making bodies of the Board and of the Congress. However, gender advocates within the unions have succeeded in undertaking some gender equality initiatives, including newsletters on gender issues and training activities.

Unions require policy development and capacity building in order to better represent the interests of both their female and male constituents. Unions are not yet skilled or experienced in advocacy on behalf of their female constituents. ILO is well placed to assist in providing training tools and programmes for gender mainstreaming as part of their capacity building support for unions.

4.3. NGO/CSOs

Both the 1999 Broad State Policy Guidelines and the PROPENAS identified strengthening of women’s organizations and government-NGO partnerships as a strategy for gender action. NGO’s and the women’s movement are crucial in initiating processes of change towards more gender equality at micro, meso and macro level. It is questionable whether gender mainstreaming in government institutions can be achieved without the support and pressure of the NGO community. The women’s movement in Indonesia is experienced in its advocacy for gender equity, (although there is less experience at this time in gender mainstreaming), with a diversity of gender equity practitioners and researchers, including the Women’s Studies Centres located within universities in every province. Several donor-funded initiatives have supported strengthening the research capabilities of these Centres so they are better equipped to undertake or contribute to specific sectoral analysis at local levels.

There are a number of well-established NGOs concentrating on the development of entrepreneurial competencies of women entrepreneurs, who are their members. These organizations are characterised by an extensive national network with a focus on promoting grassroots level development for its members. The Ikatan Wanita Pengusaha Indonesia (IWAPI), which is the Indonesian Women’s Business Association and its co-operative branch, INKOWAPI are the representative institutions for most Indonesian women in business and they organise training programmes, and implement credit facilities and other services for its large network of members all over the country at the national, provincial, and district levels.

There is also a second category of women’s organizations in the country comprising a number of active
Islamic NGOs like Muslimat Nahdlatul 'Ulama, Ali Sakhadjah, Yaspuk, which have an extensive national network and presence at the grassroots level, and are engaged in providing a wide range of services for the economic empowerment of women members. However, they tend to focus on providing support services for women entrepreneurs engaged in micro and small-scale enterprises. There are no linkages of any kind existing between these two categories of women's organizations apart from personal contact among members.

A number of general NGOs (e.g., Bina Swadaya, Akatiga) are involved in conducting research and advocacy in specific employment areas (e.g. small business, migrant workers and homeworkers). Smaller NGOs provide micro-finance programs, small-scale income generation, information and advocacy for women. Given the high proportion of women in the unregulated labour market, these groups play a valuable role in supporting self-help groups, establishing small-scale social protection schemes, awareness-raising of legal rights and protection and political advocacy. A database of all NGO activities and research studies on gender in the informal sector would be a valuable information tool for government, donors, agencies and research institutes.

Some NGOs are closely integrated into the government's institutional framework, such as PKK (Women's Welfare Movement) that operates nationwide under the aegis of the Minister of Home Affairs and KOWANI (Federation of Women's Organizations) at provincial level. BKOW (Inter-Cooperation of Women's Organizations) and GOW (Federation of Women's Organizations) at district level, have also strong links to the government. There are also non-governmental women's organizations such as Kalayanamitra (Women's Information and Communications Centre) APIK (Women's Association for Justice), Solidaritas Perempuan and Koalisi Perempuan and numerous others. Some of these take a more traditional Women in Development (WID) model while others pursue a Gender and Development approach.

The role of NGOs has changed considerably since the advent of reformasi and while the NGO/CSO sector has mushroomed, it remains hampered by limited capacity for advocacy and policy development, lack of skills for gender mainstreaming and, at times, a lack of effective coordination within the sector and with government. Engagement with the NGO sector, particularly at the sub-national levels, could also include opportunities to increase their capacity to monitor the gender impact of government labour policies and programmes. Improved networking with local gender advocates by ILO will assist in identifying locally available expert for technical assistance. Specific efforts will be necessary to identify and develop linkages with these individuals and groups particularly at provincial and district levels. ILO can also play an important advocacy role by helping to create the space for NGOs to participate in the policy process and for ensuring that the appropriate people, for example, gender advocates, participate in policy dialogues.

5. OTHER AGENCIES

5.1. ILO Jakarta

The ILO Action Plan for Gender Mainstreaming and Gender Equality and policy directions from the ILO Gender Bureau inform the work programme of ILO Jakarta. The Jakarta office has a gender focal point and is backstopped by a sub-regional gender specialist on the Subregional Office for South-East Asia and the Pacific based in Manilla (SRO-Manila). The Gender Bureau, the SRO-Manila gender specialist and the Turin Centre, offer a range of sub-regional, regional and interregional training interventions to support capacity building and technical assistance.

In 1998, ILO Jakarta commissioned three working papers covering the dimensions of globalisation and modern sector employment; the gender dimensions of the economic crisis and employment in urban informal and rural sectors; and a gender review of globalisation, legislation, policies and institutional frameworks. These kinds of materials provide valuable source materials for policy and programme development and could be used more widely. In recent times, ILO has also funded research on issues for homeworkers and

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Both AusAID and USAID have programmes to strengthen the NGO/CSO sectors in Indonesia.
supported the implementation of the Expansion of Employment Opportunities for Women (EEOW) project with Japanese funding.

5.2. Other Development Agencies and Donors

All multilateral and bilateral donors have gender mainstreaming policies that guide their work in Indonesia, although implementation occurs to different degrees. At this time, UNDP/Dutch Embassy (National Programme for Gender Mainstreaming), ADB (Gender Mainstreaming TA), UNFPA (Reproductive Health), UNDP (BUILD) and GTZ (Co-Build) are each supporting specific initiatives for institutional strengthening for gender mainstreaming at national, provincial or district levels. CIDA has a project on the rights of domestic workers. Other agencies such as the World Bank and AusAID incorporate gender mainstreaming into their development projects to varying degrees.

However, a common request from Indonesian gender advocates is for donors to take a more proactive role in raising issues of gender equality in high-level dialogues with government. A more consistent approach to gender mainstreaming will be achieved with senior government paying attention to structural constraints, particularly in those areas where the greatest gender inequities are found.

Donors also recognise the need for improved coordination and collaboration amongst themselves, as a way to strengthen their primary relationships with the Government of Indonesia. A donor coordination group on gender meets on an ad-hoc basis, but it has the potential to be far more influential and dynamic. Donor co-ordination can be enhanced further by:

- analysing donor gender equality policies and country strategies to identify common themes or variances;
- developing common or supplementary strategies to support government’s gender mainstreaming programme and NGO’s advocacy strategies and activities;
- sharing information and expertise in conducting missions;
- investigating more innovative TA/loan combinations; and
- ensuring donor cooperation in provincial programmes.

6. GENDER MAINSTREAMING STRATEGY FOR ILO JAKARTA

The agenda for gender equality is ultimately the responsibility of the Indonesian government and other partners, including civil society. A Gender Mainstreaming Strategy (GMS) is proposed to enhance ILO’s capacity to play a strategic role in advocating and facilitating the use of ILO’s key building blocks—coordination, orchestration and dialogue—to provide a more conducive enabling environment to support this effort.

The focus of the GMS is on reducing environmental constraints that cause persistent disadvantage for women, and to a lesser extent men, in labour market participation. To do so requires an analysis of how the roles of men and women interplay through supply and demand factors that result in gender differentials in labour market participation. A pre-requisite for this is to bring the perspectives, experiences and interests of both women and men to bear in shaping the development agenda.

A clear message to social partners and project teams that gender analysis and strategies are essential part of project development will counter the tendency to ‘add-in’ a gender perspective later in the development process and avoid the risk of gender equity being marginalised and no resources being allocated to ensure a gender-mainstreamed approach. This requires mechanisms to integrate gender equality objectives into sectoral policy dialogues and agendas, particularly in high-level consultations, align with other policy mandates, undertake quality research, data and analysis, provide specific interventions and clarify roles and responsibilities for gender equality outcomes on the part of ILO, the government and other partners. It will also require increasing institutional capacity, accountability and monitoring, setting budgetary and programming priorities for ILO and its partners so that adequate resources are allocated for gender
mainstreaming, and providing gender-sensitive human resource development that promotes and encourages women’s participation in leadership roles. In particular, ILO Jakarta can contribute to creating:

- Greater awareness and understanding among constituents and those involved with ILO operations of international instruments and Indonesian legislation and policies for gender equity, including ILO’s Action Plan for Gender Equality and Mainstreaming;
- A more supportive legislative framework in Indonesia, improved enforcement mechanisms and greater legal literacy for gender equality and non-discrimination;
- Improved gender sensitivity in macro and micro-economic policies and labour market policies;
- Improved quality of employment overall, with a focus on female-dominated sectors, such as the informal sector;
- Stronger alliances between constituents who are concerned with improving the economic status of poor women and men and the reduction of child labour;
- Improved access for poor women in particular to productive resources such as credit, improved technology and markets;
- Better gender balanced training policies with an emphasis on expansion of occupational choices for women and men;
- Improved access to social security and social protection for poor women and men; and
- Up to date sex-disaggregated databases to improve labour market analyses.

The Strategy is based on the following basic principles that gender mainstreaming:

- is an effective institutional mechanism for the ILO to promote gender equity as a cross-cutting theme across ILO’s four strategic areas;
- promotes participatory processes and economic sustainability;
- has a rights-based focus as well as an economic focus; and
- can only be pursued through the collaborative efforts of ILO and its constituents including local, provincial and central government, employers’ and workers’ organizations, NGOs and CSOs.

6.1. Key Result Areas for the GMS (KRAs)

The GMS provides a framework for action for three key result areas: 1) strengthening internal ILO mechanisms, 2) capacity building and leadership development among constituents and 3) pilot field projects for modelling gender mainstreaming approaches.

**Key Result Area 1:** To strengthen internal mechanisms for gender mainstreaming within ILO Jakarta, particularly through internal capacity building and strengthening of mechanisms (research, analysis and advocacy) for gender mainstreaming in policy and programming activities;

**Key Result Area 2:** To strengthen the commitment, leadership and capacity for gender mainstreaming among ILO’s constituency; including provision of support for strategic planning, technical assistance and advice, research, training, seminars, social dialogue and alliance building;

**Key Result Area 3:** To model gender mainstreaming approaches through technical cooperation projects that will promote structural and institutional change through gender-responsive and pro-poor interventions that impact on planning and policy processes and service delivery at provincial and district levels.

There is a greater emphasis on systemic change by targeting generic programmes and institutional reform as the primary focus and by taking an holistic approach, which work on a number of inter-related dimensions of equity (policy, institutional, individual) at the same time. ILO field activities have tended to adopt a
women in development approach that is intended to redress specific and persistent gender gaps and disadvantage within existing structures (for example, improving women’s small business skills). Projects taken under such an approach risk being seen by government agencies and by the partners more as social welfare programmes (i.e. small income generation), which marginalise women’s interests as economic actors. It was for this reason that gender mainstreaming emerged as a critical platform for action at the Beijing Conference in 1995, with the aim of promoting broader programmes to change enabling environments. The ILO seeks to promote gender equality by bringing gender issues into the mainstream in all policies, programmes, and activities, and by enlisting gender-specific interventions when necessary to address egregious gender-related disadvantages of women or men.

6.2. Priority Areas for Gender Mainstreaming Strategy

Actions most likely to have the greatest impact for gender equality in Indonesia are:

- those where there is already a degree of local level momentum and resources available for broad-level change;
- those where there is potential for ILO to collaborate effectively with constituents to inform and shape gender-responsive policies and programming at the local and national levels on the demand or supply side of the labour market;
- those which can be synchronised with activities currently proposed in the ILO’s Indonesia Country Work Programme; and
- those where, given the significant interplay between gender and socio-economic status, there is opportunity for pro-poor interventions.

It is more useful to take an issue-based approach so that gender equity is contextualised within the areas of interest for constituents and ILO. On this basis, the following priorities are drawn from ILO’s four Strategic Objectives as starting points for discussion on gender mainstreaming initiatives:

ILO Objective 1: Fundamental principles and rights at work

- Support for the Declaration on Fundamental Principles and Rights at Work through promotion of international labour standards of relevance for gender equality, including Conventions No. 100 and 111 and the abolition of worst forms of labour for girl children.

ILO Objective 2: Promoting employment and incomes

- Improving the quantity and quality of employment for both women and men through gender-mainstreamed models for the development of small and medium businesses, cooperatives and vocational training;
- Strengthening provincial and district institutional capacity for gender-mainstreamed planning and programming for poverty alleviation; and
- Improving employment opportunities and working conditions for young women and men.

ILO Objective 3: Social Protection

- Improving protection of migrant women workers, including women being trafficked;
- Eliminating discrimination and promoting gender equality in social security systems and extending coverage to excluded women workers, particularly in the light of new labour markets; and
- Improving labour protection for informal sector workers.

ILO Objective 4: Social Dialogue

- Building capacity of constituents for gender mainstreaming;
- Increasing visibility of gender equity on the agenda of social dialogue and of tripartite organizations;
- Promoting sex balance in decision making in employers’ and workers’ organizations; and
Building alliances and networks among labour groups, including informal support groups.

6.3. Time Frame for GMS

The GMS is initially conceptualised as a three-year strategy with the following activities:

Year 1:
- Conduct an internal review of existing mechanisms for gender mainstreaming (possibly through a gender audit);
- Formulate a detailed action plan for gender mainstreaming priorities in the Country Work Plan across the four strategic objectives;
- Develop and implement capacity building for ILO personnel in gender mainstreaming;
- Establish mechanisms for accessing gender mainstreaming expertise (e.g., in-house or ad-hoc gender specialists);
- Develop and implement an internal tracking mechanism for monitoring progress in gender mainstreaming;
- Support tripartite partners in formulating their own strategic plans for gender mainstreaming and identify subsequent capacity building requirements;
- Support the Ministry of Manpower and Transmigration in identifying strategies for the promotion of ILO Conventions No. 111 and 100;
- Strengthen gender dimensions of current office activities and initiatives, including those pertaining to Decent Work, the PRSP, the Industrial Relations Declaration Project and others;
- Examine the feasibility (including funds mobilisation) of a model gender mainstreaming project at sub-national level (e.g., SME, youth employment, cooperatives, IPEC, poverty alleviation planning);
- Develop and implement a promotional strategy to promote ILO’s work in Indonesia supporting gender equality; and
- Review progress in implementing GMS at the end of the first year, using internal monitoring system.

Year 2:
- Continue actions to improve the quality of internal mechanisms for gender mainstreaming, including capacity building;
- Identify new priorities for action based on review of year 1;
- Continue action plan for constituent capacity building;
- Continue support for the Ministry of Manpower and Transmigration in promoting Conventions No. 111 and 100;
- Implement a model project for gender mainstreaming at sub-national level; and
- Review progress in implementing GMS at end of year 2 using internal monitoring system.

Year 3:
- Review progress in implementing GMS using the internal monitoring system;
- Assess progress of model project for gender mainstreaming; and
- Update the plan of action for gender mainstreaming.

A preliminary action plan for the first year of the GMS is tabled at Appendix 3. It aims to be flexible enough to be responsive to the changing environment in Indonesia and to the needs of constituents. The action plan identifies objectives for the key result areas and some possible activities. Its purpose is as a starting
point for further discussion within ILO and the identification of performance indicators.

6.4. Budgetary Implications of the GMS

Generally women-specific programs attract small scale funding that provide direct or indirect benefit to only a limited proportion of women. One of the consequences of effective gender mainstreaming is an increased share of development funds towards women's development, which, in turn, provides more equitable distribution of development investment and a greater net return.

This means that the strategic planning process for ILO Jakarta needs to align the three KRA's of the GMS with mainstream funding allocations. This would require in the first instance earmarking regular budget allocation for the provision of specific gender expertise and gender related research for gender mainstreaming within all of ILO Jakarta's projects and programmes. In addition, the SRO-Manila gender specialist will continue to identify and mobilise extra budgetary resources for gender related activities.

6.5. Institutional Arrangements

Ultimate responsibility and accountability for the implementation of this Gender Mainstreaming Strategy rests with the Area Office Director. Responsibility in daily work rests with each and every ILO official, specialists, programme officers and support staff, including all staff on technical cooperation projects. All ILO managers are responsible and accountable to ensure that (i) all staff members are aware of this responsibility and are capacitated to carry it out and (ii) to achieve the goals and targets set out in this strategy in their field of responsibility.

The subregional Gender Specialist and the ILO Jakarta Gender Focal Point are responsible for promoting and facilitating the implementation of the strategy and have special roles to play as catalysts and monitors.

7. KRA 1: STRENGTHENING ILO MECHANISMS

7.1. Policy and Programming Mechanisms

ILO's advisory services can deal with formulation of policies and elaboration of programmes that are conducive to the creation and growth of enterprises or jobs. Most important will be efforts towards a legal and regulatory framework that is non-discriminatory in practice and improving the commitment and understanding among policy makers on the relation between economic development and recovery, gender relations and equity.

Agenda setting and programming needs to be informed by gender analyses to assess specific gender dimensions of the labour market. Such analysis provides critical information for advocacy with stakeholders. ILO Jakarta has already contracted three such studies. However, more attention is required on following up the studies through broader dissemination and promotion of findings and building recommendations into ILO workplans and activities.

Other priority areas for specific gender analysis (i.e. looking at gender differentials and the experience of women and men) include poverty, small business development, youth employment, cooperatives, vocational training, employers' attitudes toward EEO, protection of migrant workers and homeworkers, trafficking, discrimination in social security systems, supervision of labour standards, social protection and impacts of conflict and crisis for women and men.

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10 One United Nations Study found that a 1 per cent increase in gross domestic product was associated with a 1.96 per cent increase in women's non-agricultural employment. See also Engendering Development, World Bank, 2000.

Gender mainstreaming throughout the project cycle for technical cooperation projects means specifying gender equity objectives in preparation and designs; explicit gender mainstreaming strategies and capacity building during implementation; and gender-specific indicators for monitoring and evaluation.

ILO Jakarta can also work more ‘upstream’ by promoting issues of gender equity and Decent Work in Indonesia more effectively through its representatives on national and international boards and committees and in key national and international development agendas, such as the PRSP, the Millennium Development Goals, the Youth Employment Network, and others. This would necessitate a flow of information concerning gender equity through the policy-making and direction-setting channels in the country and through internal channels of the agency.

Assessing current procedures and practices is the most critical step in determining the extent of current mechanisms for gender mainstreaming within ILO Jakarta. This could be done, for example, through an audit of present and recent past activities to assess what mechanisms are in place and whether they are used effectively. ILO Geneva is now implementing a gender audit process that promotes organizational learning on effective ways to operationalise gender mainstreaming at the individual work unit and office levels. The Gender Audit can serve as a methodology for ILO Jakarta to assess its current practices in terms of gender mainstreaming and identify future needs and priorities.

Recommendations:

1. ILO Jakarta to identify the priority areas for gender analyses in its sub-programs and develop appropriate mechanisms for conducting this analysis, and integrating findings into future activities, as well as using findings to inform key debates and initiatives, such as the Decent Work Action Program, the PRSP, the Millennium Development Goals, and the Youth Employment Network.

2. ILO Jakarta to work with the SRO-Manila gender specialist to review, develop or further refine existing gender checklists and mechanisms for using them throughout the program cycle.

3. ILO Jakarta to assess its current procedures and practices for gender mainstreaming through a self-initiated review process or gender audit with assistance from the SRO-Manila gender specialist.

7.2. Gender Mainstreaming Resources

ILO Jakarta has restructured its operations and established new accountabilities. A gender equity team (comprising the Director and two professional staff) is proposed to complement the designated gender focal point. However, given the size and the scope of the Country Programme, additional support is required to pursue a gender mainstreaming strategy both internally and externally. A number of options are available, each of which will determine the scope and likely impact of gender mainstreaming efforts, as detailed below:

The best option is an in-house national Gender Mainstreaming Adviser for 12 months (see Appendix 4 for draft TORs for this position), with senior level support from SRO-Manila gender specialist. Funding for

<table>
<thead>
<tr>
<th>Source of support</th>
<th>Level of Support</th>
<th>Expected outcomes</th>
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<tbody>
<tr>
<td>In-house gender mainstreaming adviser (supported by SRO-Manila gender specialist)</td>
<td>Dedicated, continuous and immediate technical support available for gender mainstreaming in all aspects of ILO activities, including in-house and partner capacity building</td>
<td>Greater sustainable impact across all aspects of ILO work as there is a sustained and concentrated focus on gender mainstreaming (particularly in the start-up phase) and availability of technical expertise for institutional change</td>
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12 Around 60% of programmes are implemented by ILO headquarters without substantial involvement of Field Offices, which has implications for coordinating gender mainstreaming efforts at local levels.
the position in the first instance could be provided through an external consultant contract (3 months with an extension of 3 months) while alternative sources of funding are sought. One option for funding could be a combined contribution from a number of key technical cooperation projects that can share the resource person and benefit from immediate specialist advice on an as-needs basis. Pipeline projects could also incorporate funding allocations to support this position. The option of an associate expert post could also be explored.

This technical expertise could be complemented through the increased use of in-country short-term advisers with specific sub-sectoral expertise. Of course, sustained technical input during implementation generally is more effective rather than short-term inputs, and is enhanced if the technical advisor speaks Indonesian and has country experience. In the first instance, qualified national advisers should be sought. Consideration could be given to setting up a register of consultants for gender equity and mainstreaming (perhaps as part of a broader register of consultants).

**Recommendations:**

4. ILO Jakarta to identify possible funding sources for increasing the availability of technical support for gender mainstreaming within the Office.

5. ILO Jakarta to consider establishing a register of consultants for gender equity and mainstreaming.

7.3. **Capacity Building for ILO and Project Staff**

Capacity building for ILO and project staff in gender mainstreaming is critical to support this strategy. While this should be based on a specific needs assessment, common areas of capacity building include:

- Gender analysis, social and economic assessment skills in specific technical areas;
• Gender sensitive policy development and programme design;
• Developing gender-mainstreamed terms of reference for project preparation;
• Briefing consultants on gender related issues for missions;
• Collecting and using gender-sensitive data throughout a project cycle;
• Advocacy on gender related issues with constituents;
• Advising constituents on institutional change management strategies and capacity building; and
• Identifying gender specific indicators for monitoring, evaluation and impact assessment.

ILO has developed a wide range of training packages for gender analysis, gender impact assessment and tools such as checklists to support ILO personnel in promoting gender equality in sectoral areas such as micro-enterprises, women workers' rights, employment in conflict areas and collective bargaining. These can be located through the ILO Gender Bureau or the relevant technical departments in Geneva. Other tools can be adapted from the wide range available from the World Bank, UNDP, ADB and bilateral agencies. Capacity building can also be delivered through a range of mechanisms including formal workshops, on the job training and mentoring and self-based learning. The ILO provides self-based learning opportunities through the Sub-regional Online Gender Learning and Information Modules located on the SRO-Manila website (www.ilo.org/manila). The Turin Center also offers on-line learning on gender mainstreaming and gender equality at www.itcilo.it/gender.

Training activities should be identified up front so that they are resourced at the outset and incorporate follow up activities (for example, monitoring action plans developed as a result of training). Individuals' training needs for gender mainstreaming and targets should be incorporated into performance management agreements and constitute part of staff performance assessments.

Recommendations:

6. SRO-Manila gender specialist to work closely with the ILO Jakarta and its field staff to identify capacity building opportunities for the Office and develop a 12-month action plan and examine ways of institutionalizing gender equity performance into staff development and appraisal systems.

7.4. Data Collection and Research

The Ministry of Manpower and Transmigration and the Central Bureau of Statistics are the only national agencies producing sex-disaggregated data relating to economic issues. The Ministry has a Labour Market Information System (LMIS), which has the potential to collect sex-disaggregated data. JICA has also funded the Gender-Responsiveness of Statistical Systems programme (GROSS) to assist the Central Bureau of Statistics and the Ministry for Women's Empowerment to develop a comprehensive framework for more gender-responsive data collection, processing and usage, including capacity building for statistical units. This effort was extended to twelve provinces. Each of these provinces has recently produced a set of sex-disaggregated statistics.

A gender-sensitive statistical system is a critical aspect of gender mainstreaming in national and local development plans. Further emphasis is needed on the collection of accurate gender sensitive data and information through BPS and from all Ministries in the economic sector, so they can assess the gender impact of global, national and local economic policies (i.e. trade, industry, finance, commerce and cooperatives). ILO Jakarta has funded the Labour Market Dynamics in Indonesia (1986-1999). While some sex-disaggregated data are generated at provincial and district level, they are not systemically collected, processed, published or effectively used for analysis for policy review and planning. This is due, at times, to a lack of understanding among planners of the value of sex-disaggregated data, lack of technical skills to collect reliable and valid data, poor data collection systems, few resources and lack of appropriate technology.

The ILO has worked with the Central Bureau of Statistics to produce the publication of 18 Key Labour

Indicators, which provides useful descriptive data of labour market trends, although it is more limited for purposes of analysis and planning. This database is designed to increase the capacity of BPS and others to regularly update data for use in labour market planning and policy development. ILO Geneva is now developing a project to collect data on discrimination that can provide useful additional indicators for ILO Jakarta. However, at this time, use of sex-disaggregated data for prioritising, analysing, planning, monitoring and evaluation is not an operational norm for the Office.

Of particular importance is the collection of sub-national level data. JICA has found that much more support for local level gender-sensitive data collection and analysis is needed as well as encouragement and capacity building for consumers (government and non-government) so they can identify and demand relevant data to meet their planning and reporting requirements for gender equity. Such gaps reflect a broader issue about the poor quality of data collection in Indonesia. A JICA-funded project has been building capacity at national and provincial levels for collecting and analysing sex-disaggregated data. Technical cooperation programmes provide an excellent opportunity for building capacity at local level for generating and using gender related data.

A substantial amount of research concerning gender and employment is undertaken in Indonesia, including case studies and lessons learnt from technical cooperation activities (e.g. through the Women’s Studies Centre and LIPI). But it has a very limited audience and is often difficult to locate, particularly for technical teams coming into the country for short periods of time. ILO Jakarta can provide a valuable clearing house and referral service to improve mechanisms for access to and use of such knowledge and information. This can include a data base on lessons learnt, forums and public lectures on emerging issues for gender in the world of work and development of media and communication strategies to advocate ILO contributions to gender mainstreaming.

ILO could also improve the distribution of its own materials and experiences which would not only increase its visibility in the area of employment equity but also contribute to constituent capacity building. This could be incorporated into a broader agenda to improve the overall knowledge management within the Office.

Recommendations:

7. ILO Jakarta to examine opportunities for promoting and using the 18 Key Labour Indicators report in its analysis and planning with ILO partners.
8. ILO Jakarta to identify needs for sex-disaggregated data with constituents and examine ways to strengthen mechanisms for collection and use of such data.
9. ILO Jakarta to examine ways of improving the knowledge management system within the Office, including the establishment of a database and promotional strategies for reporting achievements and lessons learnt in gender mainstreaming.

7.5. Monitoring and Evaluation

Unlike many bilateral development agencies, the ILO, including the Jakarta Office does not yet have a formalised monitoring system for assessing its progress with activities for gender equality and for monitoring gender-related expenditure.¹⁴ Nor is there yet a tracking system in place to measure its progress to date. A cursory review of project documents reveals inconsistency in the degree to which gender is identified as a cross-cutting issue. This makes it extremely difficult to assess progress in gender equality and monitor accountabilities. Consideration could be given to using ILO Jakarta as a pilot site for development and implementation of such a tracking system and enable the Office to monitor its own progress in gender mainstreaming throughout the project cycle.

Performance indicators for gender mainstreaming have already been elaborated by the ILO’s Gender Bureau, which can serve as a guide for the development of indicators for the GMS. In addition, gender-sensitive

¹⁴ Most bilateral donors use the DAC gender marker system that enables tracking of gender equity within specific projects. This enables an analysis of gender related activities, including budgetary allocations across different sectors and different types of projects.
indicators are required for each technical cooperation project and specialist advice is recommended to assist with the development of these indicators. There are also many electronic resources on gender-sensitive indicators for employment available through the Web.

Recommendations:

10. ILO Jakarta and SRO-Manila gender specialist to examine options for improving tracking of gender data for the activities of the Office and consider the development of a tracking system to enable the Office to monitor its progress in gender mainstreaming in the Country Programme.

8. KRA 2: STRENGTHENING ILO’S CONSTITUENCY

Consultations with government, employers’ and workers’ representatives during the study revealed that there is still a lack of clarity of the value and importance of gender mainstreaming to their work, which translates into a lack of interest in pursuing gender equity as a key business issue. It is still regarded as a “woman’s issue” rather than a rights-based or economic concern and women advocates have reported experiences of harassment and/or derision from their colleagues. There is also concern that gender mainstreaming is too broad an agenda and that clearer definition of priority issues is required so that social partners have a specific focus.

ILO and its social partners have undertaken some training and gender awareness raising activities. For example, APINDO and ILO conducted a survey of companies on employment equity and provided a capacity building programme for member companies in 2001 and there have been various training activities with workers’ groups. On the whole, such activities are ad-hoc and one-off, often initiated by a women’s committee or a few committed individuals.

The changing pattern of labour participation is bringing new demands on government, labour and employers’ organizations from their constituencies. The rise in the proportion of women in the labour force and an increase in the number of workers’ organizations has sharpened the competition for members. Women workers want information about their rights and entitlements, access to training and advocacy in support of their work and family responsibilities. Improved collective bargaining will increase pressures on employers’ groups and they must be able to respond to the needs of their constituents in dealing with demands of workplace diversity and globalisation. Both workers’ groups and the employers’ association have identified women’s membership as a strategic organizational issue.

There are also opportunities to assist the constituents in building awareness and strengthening capacity to address gender and decent work issues in key national and international development agendas. ILO assistance to the constituents in participating and contributing to the PRSP, the Youth Employment Network, the Millennium Development Goals, and others can include awareness raising and capacity building to address gender issues and improve the participation of women in consultations, research, meetings, and other activities.

There was agreement among the stakeholders consulted during the study of the need for more work in analyzing the current status of gender equity in employment and to identify priorities and practical strategies as part of their overall operations. There are a number of ways in which ILO can contribute to strengthening the capacity of its social partners to bring the concept of gender equity into the foreground of their business plans. These include:

1. Assisting social partners to develop mission or policy statements for their organizations on their commitments to gender equality as a first step;
2. Providing specific technical assistance to social partners to build gender equity into their strategic and work plans;

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1540 companies responded to a questionnaire sent to 300 organizations. Results are contained in APINDO’s Report on Gender Mainstreaming Project in Indonesia, 2001.
3. Assisting social partners to develop programmes for internal capacity building for gender mainstreaming as part of their broader framework for organizational development, whether it be increasing membership numbers or lobbying for government policy reform. This could include specific leadership and technical training for women leaders;

4. Identifying the necessary technical assistance and data required by employers' and workers' organizations to enable them to develop policy positions and activities informed by gender analyses for their members on priority areas, for example labour standards, social protection, industrial relations or child labour;

5. Helping social partners to identify ways they can access expertise in gender analysis and strategy development, for example by setting up a pool of external resource persons and/or building in-house capacity. This should include identifying men in decision-making who can be supported as ‘equity advocates’;

6. Promoting alliances of employers' and workers' groups with other advocates for gender equity (e.g., NGOs working in advocacy for employment rights or in small enterprise development);

7. Running seminars and other promotional activities, using appropriate and credible local and international experts (from corporate, university and government sectors) to promote the value of gender mainstreaming to employers, workers and non-government organizations;

8. Improving the distribution of information, research and data to social partners by integrating these into regular forums and lectures planned for social partners and other interested groups;

9. Assisting to create opportunities for overseas study tours so that participants can meet with employment equity units and private companies that are experienced in areas of EEO and diversity management (where possible, this should be integrated into general study tours);

10. Helping to identify initiatives to increase women's involvement in employers' and workers' organizations, particularly since they tend to be more forceful advocates for equity (although of course not all women are gender sensitive);

11. Supporting the establishment and strengthening of women's caucuses and linking them with similar groups overseas;

12. Providing training of trainer programmes to build a pool of expertise and a network of gender mainstreaming resource persons, with a particular focus on the sex balance of the trainers, at national and provincial levels as experience with gender mainstreaming is still very limited (given that the concept itself is very new);

13. Promoting the integration of gender equality issues in all assistance to the constituents on key initiatives such as the Decent Work Action Plan, the PRSP, the Millennium Development Goals, the Youth Employment Network, and others; and

14. Identifying mechanisms for strengthening linkages between economic and social departments for both government and non-governmental agencies.

ILO also needs to extend beyond traditional partners and consider forming alliances with other parties working in the area of gender equality at work. This would include, for example, units in a range of government agencies working on gender equality (in areas such as agriculture or environmental resource management), NGOs, women's organizations and activists supporting vulnerable groups such as homeworkers, migrant workers, researchers (in Indonesia and overseas), advocates working in the media and international groups.

Recommendations

11. ILO to offer opportunities to employers' and workers' organizations to discuss the added value of gender mainstreaming within their organizations and to jointly develop a broad strategy for organizational development to support gender mainstreaming activities as part of their strategic planning.

12. ILO Jakarta and the SRO-Manila gender specialist to discuss possible initiatives with social partners to promote leadership training for women in employers' and workers' organizations as part of their gender mainstreaming efforts and as a strategy to encourage increased female membership.
13. ILO Jakarta to provide technical assistance to assist social partners with the integration of gender mainstreaming approaches into their strategic or work plans.

14. Based on the above, ILO Jakarta, SRO-Manila employers, workers and gender specialists to undertake a training needs assessment for gender mainstreaming with employers' and workers' organizations.

9. KRA 3: DEVELOPING MODEL PROGRAMMES FOR GENDER MAINSTREAMING

Gender mainstreaming for economic and social institutions at the provincial and district level is a new endeavour for Indonesia. But it should be addressed with some urgency given the context of decentralization of decision making, which ILO is well positioned to support through its area-based programmes. Working through local government agencies and others such as urban or rural women's groups, employers' and workers' organizations and NGOs, opportunities exist to test and demonstrate locally conceptualized and contextualized gender mainstreaming. BAPPEDA as the local planning agency is a critical stakeholder in this process. The experiences of other locally based gender mainstreaming projects (e.g., ADB, UNDP/Dutch project) would provide valuable data.

The focus of a model programme is on structural and organizational change that will enable agencies and groups to refocus the way they do business with their constituents to provide more gender (and poverty) responsive policies, programmes and services. Dissemination of results and development of mechanisms for replications and scaling up would be a key objective of the programme.

In developing any model programme, consideration has to be given to:

- working through and building on existing mechanisms;
- the level of interest and capacity (including budgets) of relevant provincial government, legislators and government agencies to participate in such projects;
- the potential for the involvement of the Ministry for Women's Empowerment and sub-national Gender Mainstreaming Working Groups (supported by the Ministry);
- opportunities to promote institutional ownership and capacity building and strengthen partnerships among constituents and stakeholders;
- the availability of locally-sourced gender mainstreaming expertise; and
- the potential for replication and scaling up or extension into other sectoral areas.

Programme identification would be conducted in close collaboration with stakeholders and funding agencies, in line with their existing agendas. However, some preliminary suggestions are provided below. Based on initiatives that have already been proposed in the Country Work Programme, the following have potential to be developed further as model projects for gender mainstreaming:

- EEO Pilot Projects
- Poverty alleviation
- Small and medium enterprises
- Cooperatives
- Youth employment
- Child labour programme
- Crisis response and reconstruction

An evaluation conducted in January 2002 of ILO's initiative on Expanding Employment Opportunities for Women (EEOW) found a need to localise gender-mainstreaming policies so that the concept is contextualised. This requires focused attention on coordination, institutional strengthening and capacity building for intermediary agencies (particularly the private sector) and should be complemented with sufficient technical support to facilitate mainstreaming efforts, using change management strategies based on comprehensive
institutional, social and gender analyses. Furthermore, the evaluation concluded that women-targeted activities would have bigger impacts if they were integrated with mainstream programmes.

The study also found that partnership building and participatory community development approaches are appropriate operational strategies to promote demand-driven development that support efforts for women’s empowerment. But bureaucracy is best kept minimised with control resting with stakeholders as far as possible and the involvement of grass roots organizations in strategic decision-making at the outset. Finally, mechanisms must be established for the collection and dissemination of lessons learnt from project implementation.

9.1. EEO Pilot Projects

The Ministry of Manpower and Transmigration has proposed a National Strategy on EEO as one means to meet Indonesia’s commitment to implementation of ILO Conventions No. 100 and 111. The preliminary work on developing the Strategy was undertaken by the Ministry with AusAID support. The draft strategy identifies a broad range of activities and mechanisms that require further refinement and action planning to identify steps for implementing preliminary initiatives as building blocks for developing a decentralised strategy for EEO. A meeting was held in July 2002 by the Ministry with ILO support to bring together the social partners and others to raise awareness and promote the development of an EEO Strategy. Workshop participants prioritized three areas for action in the short term: (i) establishing an EEO Coordinating Committee within the Ministry; (ii) developing a gender equality information base for Indonesia on EEO related laws, policies, practices, data, etc; and (iii) formulating policy and guidelines for EEO in the workplace. In mid-2003, ILO’s Global Report on Non-Discrimination will be released and will provide additional momentum for attention in this area.

Supporting implementation of Conventions No. 100 and 111 could become a major plank in ILO’s programme for gender equality. Assistance could include, for example, pay equity study in the public sector, training of judges and lawyers, pilot projects for good EEO practice with private sector companies and study tours. Assistance from DECLARATION, GENPROM, EGALITE, ACT/EMP, ACT/TRAV and donors could be explored.

Opportunities for local level initiatives need to be explored with social partners at provincial and district levels. Examples of pilot projects could include:

- Increasing women’s access to private sector employment through the provision of incentives (e.g., taxation relief for work-based child care);
- Strengthening tripartite forums at local levels so they can advise policy makers on employment equity strategies through improved linkages between training systems and labour markets;
- Setting targets for girls in training for non-traditional work;
- Establishing programmes that will promote the public sector as a model employer through its implementation of EEO policies and practices (e.g., targets for sex balance among trainees, strategies to increase women in management);
- Broadening conditions and opportunities in labour-based technology and public investment schemes in rural and urban areas to increase women’s access to work opportunities; and
- Supporting programmes for self-employment, entrepreneurship development and small business.

9.2. Poverty Alleviation

Poverty alleviation through economic growth is a major policy platform for the Indonesian government and unions. It is also a major gender issue, given the strong association between women as heads of households and poverty and given that most poor women actually have multiple jobs, but with appalling wages and conditions. An effective poverty alleviation strategy has to be holistic and incorporate these four components: structural policy reform and implementation, employment promotion, social protection and mobilization and organization.
It is proposed that ILO's Gender, Poverty and Employment programme (GPE) be used as the key mechanism for gender mainstreaming in ILO's poverty alleviation activities. It should be identified and resourced as an integrated component of ILO's activities for poverty alleviation. Its main objective is to stimulate effective debate and action for poverty alleviation through employment generation, by strengthening constituents' capacities to assess their options with regard to policies and programmes and by presenting detailed guides for action in seven areas (organizational and negotiating power; access to assets, financial resources for the poor, training, expanding wage employment, extending social protection, and social funds). It was designed to be a tool for integrating a gender perspective into the national policy agenda on poverty alleviation and into the formulation of national and sub-national poverty alleviation plans based on the priority needs of each constituency. Several of the modules have been translated into Bahasa and were used under the EEOW project described below.

9.3. Small and Medium Enterprises

Small and medium enterprise development is one of platforms for the Government's economic development agenda with a view to strengthening the community economy (ekonomi rakyat). Women entrepreneurs represent a potentially powerful economic force, but currently face many constraints. They lack adequate access to training in marketing, book-keeping and management skills, and they lack the networks and business information that would equip them to better compete and to meet changes in consumer demand, and technology. They face difficulties obtaining credit, particularly when their requirements exceed what cooperatives and other micro credit sources can offer.

ILO Jakarta recently completed a gender specific programme in small business development through the ILO/Japan Project on Expansion of Employment Opportunities for Women (EEOW). This project was implemented between 1998-2001 and tried to build institutional capacity in gender mainstreaming within provincial governmental and non-governmental agencies and supported employers through APINDO in promoting gender awareness and mainstreaming in employer practices and policies.

The EEOW evaluation team found that while small enterprise projects can provide a suitable avenue to improve the status of women, if there is a shorter time frame (up to 2 years), it may be more effective to focus on improving existing SMEs by addressing specific constraints (e.g. marketing skills, upgrading technology) rather than trying to establish new activities. Women-only projects for employment creation may be less effective for gender equity than mainstreamed projects, as women miss out on business mentoring, networks and support that can be provided through their male counterparts. Clear project guidelines must be developed for selection of implementing agencies and provision of grants, seed funds or micro-credit to ensure consistency and transparency in decision-making. This must be complemented with committed counterpart funding and ownership to support the institutionalisation of the programme approach.

The EEOW Evaluation Team and stakeholders themselves indicated a high level of interest in continuing with this type of project. The high priority given to SME development in five target provinces by ILO Jakarta makes it an obvious entry point for gender mainstreaming in entrepreneurship in Indonesia. ILO's Start Your Own Business (SYB) package and Boosting Employment through Small Business Enterprise Development (BESED) could be tailored for gender mainstreamed capacity building and planning as part of this effort.

Under an IFP/SEED regional project on Promoting Women’s Entrepreneurship through Employers’ Organizations in the Asia-Pacific Region, linkages between employers’ organizations' support for women's entrepreneurship were identified in Indonesia. Representatives of the Indonesian employers' organization (APINDO) attended a regional workshop to develop plans for strengthening the services and representation of women entrepreneurs, and APINDO is currently in the process of developing follow up activities that the ILO can support.

\[\text{It is noted that the original project design occurred prior to regional autonomy and so reflects a different set of administrative and political imperatives.}\]

\[\text{A meeting of the EEOW Evaluation Team and provincial working parties was held in Jakarta in March 2002.}\]
9.4. Cooperatives

A recent draft report for ILO on cooperative development in Indonesia identifies a range of possible activities, including data collection and distribution, research studies, identification of model cooperative development, building alliances among cooperative stakeholders, capacity building among cooperative leaders and potential leaders. Two projects are proposed, one a general cooperative project and the second, a workers' cooperative project.

The report identifies the importance of pursuing gender equity among cooperative leadership for sustainability, particularly in credit cooperatives. The main problem seems to be one of gender stereotyping with the result that the work of cooperative treasurer or cashier is usually allocated to women, while the chairman and secretary are generally allocated to men. The report proposes that both mixed and women-only cooperatives be targeted for development, in the latter to strengthen women's participation and in the former, to build the institutional capacity of the cooperative. This is an area that would lend itself well to a model programme for gender mainstreaming in which male leaders in cooperatives would also be solicited to support the mainstreaming effort.

9.5. Youth Employment

Youth employment is a key international agenda, supported by the UN and Bretton Woods institutions. While both young men and women experience higher unemployment rates than the general workforce, the significantly lower proportion of young women in the labour force signals an untapped resource for national development in Indonesia (BPS, 2000; ILO, 1999).

Momentum is building for a major global focus on strategy development for youth employment, culminating in an international conference to be hosted by Kofi Annan later in 2002. Indonesia is already making preparations for this conference with assistance from ILO. This places ILO in a prime position to take a lead role in advocating a gender mainstreaming approach in setting policy priorities and developing model programmes for youth employment in Indonesia.

9.6. Child Labour Programme

The elimination of child labour, with a priority on the worst forms of child labour, is a high priority on the international development agenda. Indonesia has already ratified Conventions No. 138 and 182 and ILO Jakarta has targeted a range of sectors for time-bound action programmes that will target both girls and boys.

Since the Country Work Programme has identified the girl child as a specific target, ILO Jakarta can use child labour programme as a pilot to assess how effectively gender is being mainstreamed into the work of the Office, particularly the use of gender analysis for agenda setting in the programme.

9.7. Conflict response, reconstruction and reconciliation

The volatility of conflict prone areas at present has increased the vulnerability of communities in parts of Indonesia such as Aceh, Maluku, and Sulawesi. People’s livelihoods are severely affected and women bear much or all of the burden of household responsibilities in displaced communities and in families where the husbands have been killed or imprisoned; they are the primary caregivers for disabled and traumatized family members and it is women who typically deal with the increased health risks and scarce food resources.

Peace building and reconstruction provides opportunities for redressing past gender inequities and whatever ILO undertakes in conflict areas must incorporate a gender and community inclusive perspective. A number of women’s organizations are working in reconstruction and peace building and they should be included as key participants in the development of Decent Work strategies.
Recommendation

15. ILO Jakarta and SRO-Manila gender specialist to examine current and planned activities in consultation with social partners to select a priority area as the basis for a gender mainstreaming pilot programme.

16. ILO Jakarta to initiate a review of performance of the child labour programme with respect to gender mainstreaming to identify lessons learnt in development of localized initiatives.

10. RISK MANAGEMENT FOR GMS

Implementing a gender mainstreaming strategy successfully entails a number of risks that have to be managed. These would include:

- Political uncertainty and potential for major policy changes in decentralisation;
- Continuous organizational changes, including transfer of key personnel and decision-makers;
- Continued lack of understanding of the meaning or benefit of gender mainstreaming among decision-makers;
- Difficulties in mobilising funds because gender mainstreaming is not given high priority by funding bodies;
- Activities being designed for the benefit of funding bodies and project implementers rather than for stakeholders;
- Lack of commitment and organizational will by the government to provide counterpart funding and personnel to implement gender mainstreaming activities;
- Lack of sufficient knowledge or understanding on gender equity at the sub-national levels to develop feasible initiatives; and
- Limited availability of national expertise for gender mainstreaming.

It is important to recognize and accommodate the very slow pace of change in advancing gender equity and not regard small progress as a failure but rather as part of the reality of change management in a particularly challenging field of work.

11. CONCLUSIONS

In addition to fulfilling human rights, gender equality is linked with economic prosperity and efficiency as well as promoting other critical human development goals such as lowered mortality and fertility. Issues of international trade, finance, technology, peace and human security are global issues that are also women’s concerns because without their full participation, targets in these areas cannot be achieved. In short, ILO’s work in Indonesia for gender equality is both a global and national endeavour.

This study found that ILO Jakarta would benefit from a systematic plan of action to institutionalise gender mainstreaming within its own operations and to take a leadership role in promoting models for gender mainstreaming with its constituents. This is in line with both ILO and government mandates for gender equality.

The biggest challenges for ILO’s constituents in implementing a gender mainstreaming approach are still a lack of understanding of the key concepts for gender equality, a lack of awareness of the benefits of gender equality in the world of work, a lack of analytical and strategic planning skills and a lack of willingness for economic, social and cultural reasons.

At the same time, the agenda for gender mainstreaming has gathered significant momentum in recent years in Indonesia. It now extends the goals of social justice and equity beyond the social welfare sector and...
'traditional women's issues' into the economic sectors. There are many in Indonesia who have recognised that reducing gender disparities and promoting the advancement of women serve national economic and social development goals.

Maintaining this momentum for gender equality requires consistent advocacy and effort. The proposed Gender Mainstreaming Strategy outlined in this paper provides a guide for ILO Jakarta on the directions it can now take to support this momentum for social change.

12. NEXT STEPS

The report recommends that ILO Jakarta:

i. Undertake a broad consultation process with constituents to develop and regularly review a set of priority actions for gender mainstreaming as part of the Indonesia Country Work Programme;

ii. Convene meetings of the gender advisory team, ILO Jakarta Gender focal point and the SRO-Manila gender specialist to discuss and identify internal priorities for pursuing the Gender Mainstreaming Strategy as outlined in this Report; and

iii. Incorporate gender equality as a standing issue for the agenda of the ILO’s proposed Tripartite Consultative Group and use this Report as a starting point for dialogue.

iv. Establish an informal tripartite group on gender issues and strategies in the world of work in Indonesia.
APPENDIX 1: TERMS OF REFERENCE FOR CONSULTANT TO ASSIST IN THE DEVELOPMENT OF AN ILO GENDER PROGRAMME IN INDONESIA

I. Background

1. The International Labour Organization has identified gender as a cross-cutting issue to be mainstreamed in all its programmes and activities in the world of work. The Director General recently issued a policy statement reiterating his and the ILO's commitment to the goal of gender equality. The principle of equality among women and men is also central to the Declaration on Fundamental Principles and Rights at Work and key ILO labour conventions. The ILO's Decent Work agenda also holds gender equality central in its four strategic areas of promoting basic human rights at work, expanding job opportunities and quality, ensuring the freedom to organise and fundamental social protections, and promoting dialogue among the social partners.

2. Indonesia shares the ILO's dedication to the cause of advancing workers' basic rights, and achieving gender equality through gender mainstreaming. The Indonesian government has ratified all 8 of the ILO core conventions, including those particularly relevant to gender—conventions No. 100 and 111, mandating equal remuneration for men and women for work of equal value and promotion of equal opportunity and treatment in employment and occupation. Ratification of an ILO convention obligates the ratifying member to pursue the application of the convention's principles to national conditions and practices and to report annually on actions undertaken. Consistent with its commitment to workers' rights and gender equality, a Presidential Instruction on Gender Mainstreaming and National Development has come into effect in the year 2001, which calls for the advancement of gender equality and justice in the life of family, society, nation, and state.

3. The ILO has sustained an active programme on gender in Indonesia. Following the economic crisis, the ILO commissioned and published three working papers covering the gender dimensions of globalisation and modern sector employment; the gender dimensions of economic crisis and employment in urban informal and rural sectors; and a gender review of globalisation, legislation, policies and institutional frameworks. Following the introduction of national policies shifting autonomy to the regions, the ILO signed memoranda of understanding with three provinces to pursue decentralisation and gender mainstreaming policies by strengthening the institutional capacity of governmental and non-governmental agencies in the provinces under the framework of the ILO/Japan Project on Expansion of Employment Opportunities for Women (EEOW). The objectives of the agreement are to integrate gender into provincial employment promotion and poverty alleviation policies and programmes, and to develop employment-promotion and poverty-alleviation schemes for women in poverty in urban and rural areas. Impeded by political instability in Indonesia, the project was slow to commence, but in October 2001, a regional workshop, convening public officials and representatives of non-governmental organizations, was held to develop action plans on participatory, gender sensitive poverty-alleviation and employment-promotion efforts in the provinces. Under the EEOW project, the ILO has also worked with its constituent for employers, APINDO, to promote gender awareness and mainstreaming in employer practices and policies.

4. To ensure sustainability and long-term impacts of the initiatives commenced under the EEOW, and to promote progress in achieving the goals of Decent Work and ILO's core labour standards, continuous commitments and inputs to a gender programme is required. Efforts to address gender
concerns and inequalities necessitate a strategic plan of action that moves previous efforts forward and identifies new entry points.

5. An experienced national consultant will be recruited to assist with the preparation of a plan of action for the gender programme in Indonesia. These Terms of Reference describe the work to be undertaken by this consultant.

II. Work to be undertaken by the consultant

The responsibilities of the consultant, working under the guidance of the ILO Jakarta office and the SRO-Manila gender specialist, include the following:

a. Provide a situation analysis of not more than 15 pages of the comparative socio-economic status of women and men, identifying major gender equity concerns in Indonesia relevant to the ILO goal of Decent Work. This should discuss general characteristics of women's status relative to men, recent trends, main institutions and actors, main policies of the government, overview of available statistical sources (regular, ad hoc, special surveys, etc), some bibliographical references of recent and important work (ILO or otherwise), and some identification of the main issues/problem areas.

b. Using this analysis and other inputs as relevant, review the ILO Country Work Programme for 2002/2003 to identify programmes and projects where gender equity as a cross-cutting theme can be strengthened.

c. Based on this review, in consultation with the ILO Jakarta office, prepare a draft national framework and action plan for gender equity to be integrated with the draft Country Workplan of the year 2005. The national framework should recognise gender equity as a cross-cutting theme of the ILO's four (4) strategic areas and suggest a comprehensive and integrated programme that adds value to existing efforts within Indonesia to achieve gender equality, including internal capacity building for the Indonesia programme.

d. Undertake a series of consultations with ILO constituents and other stakeholders to review the draft framework and action plan in order to:

   1. Determine the appropriateness of the proposed framework in light of priority areas that each of the ILO constituents (Government, Employers and Workers) wish to select for specific gender initiatives and to gain some indication of how the ILO through its gender programme could contribute to those efforts;

   2. Gain an understanding of possible linkages with potential donors, either directly through gender initiatives, or indirectly through other ILO programmes which have a gender component; and

   3. Identify potential strategic linkages between the ILO and other UN agencies, Bretton Woods and other institutions for work on gender equity concerns in Indonesia.

e. Revise the national framework and action plan in light of these consultations.

f. Undertake a stakeholder workshop to present the revised national framework and solicit feedback.
## APPENDIX 2: PERSONS CONSULTED

<table>
<thead>
<tr>
<th>Organization</th>
<th>Name</th>
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<tbody>
<tr>
<td>ILO</td>
<td>Mr. Alan Boulton (Director, ILO Jakarta)</td>
</tr>
<tr>
<td></td>
<td>Ms. Mukda Sunkool (Senior Programme Officer, ILO Jakarta)</td>
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<tr>
<td></td>
<td>Mr. Oktavianto Pasaribu (Gender Focal Point, ILO Jakarta)</td>
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<td></td>
<td>Ms. Naomi Cassirer (Gender specialist, ILO SRO-Manila)</td>
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<tr>
<td>EEOW Evaluation Team</td>
<td></td>
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<tr>
<td>Ministry of Manpower and</td>
<td>Mr. Tirta Hidayat (Head, Research and Development Board)</td>
</tr>
<tr>
<td>Transmigration</td>
<td>Ms. Endang Sulistyaningsih (Research and Development Board)</td>
</tr>
<tr>
<td>Ministry for Women's</td>
<td>Mr. Yusuf Supiandi (Deputy, Gender Equality)</td>
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<tr>
<td>Empowerment</td>
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<tr>
<td>APINDO</td>
<td>Mr. Margono Djosumarto (Vice President)</td>
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<tr>
<td></td>
<td>Ms. Nina Tursinah (Treasurer)</td>
</tr>
<tr>
<td></td>
<td>Ms. Sri Wardani (Staff)</td>
</tr>
<tr>
<td>Workers' Organisations</td>
<td>Ms. Wachyuni Mustani (ASPEK Indonesia)</td>
</tr>
<tr>
<td></td>
<td>Ms. Nikasi Ginting (SBSI)</td>
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<tr>
<td></td>
<td>Ms. Sofiati Mukadi (Kahutindo)</td>
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<tr>
<td>Donors</td>
<td>Ms. Danya Hakim (ADB)</td>
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<tr>
<td></td>
<td>Ms. Toshiko Hamano (JICA)</td>
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<td></td>
<td>Ms. Nikki Burns (AusAID)</td>
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<td></td>
<td>CIDA</td>
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<td>UNDP</td>
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<td>USAID</td>
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**APPENDIX 3: YEAR 1 GENDER MAINSTREAMING ACTION PLAN (DRAFT)**

<table>
<thead>
<tr>
<th>Main Outputs</th>
<th>Activities</th>
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<tbody>
<tr>
<td><strong>Objective 1: To strengthen mechanisms for gender mainstreaming within ILO Jakarta</strong></td>
<td>1.1. Undertake gender audit of current progress in gender mainstreaming of ILO operations (including current data bases).</td>
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<tr>
<td>1. Internal mechanisms for gender mainstreaming are strengthened and used effectively for policy and programming work across the four strategic objectives of the 2002-2003 Country Work Programme</td>
<td>1.2. Develop and implement a comprehensive internal capacity building programme based on a training needs assessment.</td>
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<td>1.3. Identify priority areas within Country Work Programme for sectoral analyses of gender dimensions to assist in gender-mainstreamed development interventions.</td>
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<td>1.4. Improve procedures and mechanisms to increase gender responsiveness of technical advice, and technical cooperation programmes and projects, including the identification of gender-mainstreamed objectives, outputs, activities and indicators.</td>
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<td>1.5. Review checklists, templates, guidelines and other tools and adapt for use in the Indonesian context to help staff and consultants in integrating gender analyses into their work.</td>
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<td>1.6. Develop strategy to mobilise additional resources to support gender-mainstreaming activities within ILO Jakarta.</td>
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<td>1.7. Establish a register of in-country gender specialists for short-term contracts across specific areas of expertise.</td>
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<td>1.8. Develop indicators to assess internal gender mainstreaming efforts.</td>
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<td>1.9. Develop and implement a specific budgetary strategy to support the GMS in Indonesia, by earmarking internal budgets, sourcing external funds and implementing a mechanism for a gender analysis of the ILO Jakarta budget.</td>
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<td>1.10. Ensure that all publications and promotional materials incorporate a gender perspective.</td>
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<tr>
<td>Main Outputs</td>
<td>Activities</td>
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<td><strong>Objective 2: To strengthen the commitment, leadership and capacity for gender mainstreaming among ILO’s constituency.</strong></td>
<td></td>
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<tr>
<td>2. Increased commitment, leadership and capacity for gender mainstreaming among ILO’s constituency.</td>
<td>2.1. Provide technical assistance to social partners to develop mission statements and work plans to support gender mainstreaming within respective organizations.</td>
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<td>2.2. Identify mechanisms for improving the provision of advice, information and research findings and other promotional activities to promote gender equality to constituents in line with their priority areas.</td>
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<td>2.3. Provide TOT and other capacity building activities for constituents according to needs identification undertaken with stakeholders.</td>
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<td>2.4. Identify specific strategies with constituents to support increased representation of women in decision-making positions within their organizations.</td>
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<td>2.5. Develop mechanisms whereby all seminars and round tables organised with constituents systematically incorporates gender analysis and a gender mainstreaming approach to inform agenda setting and recommendations arising from such fora.</td>
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<tr>
<td><strong>Objective 3: To demonstrate model programmes for gender mainstreaming through generic sectoral activities at provincial and district levels.</strong></td>
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<tr>
<td>3. Models for gender mainstreaming approaches are demonstrated through generic technical cooperation projects at provincial and district levels to assist with structural and organizational change, by incorporating gender concepts into the key result areas of relevant organization, reorganising policy processes to be gender sensitive and building capacity in gender mainstreaming planning and implementation at sub-national levels.</td>
<td>3.1. Conduct feasibility study into options for model gender mainstreaming project(s) in priority sectoral area(s) at national and sub-national level (e.g. poverty alleviation planning, SME promotion, cooperatives, youth employment, child labour). If feasible, proceed with design phase and funds mobilisation.</td>
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<td>3.2. Strengthen capacity for gender mainstreaming of constituents and stakeholders at provincial and district levels through the model project(s).</td>
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<td></td>
<td>3.3. Implement a strategy to disseminate processes, outcomes and lessons learnt from the model project(s).</td>
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APPENDIX 4: PROPOSED TERMS OF REFERENCE FOR GENDER MAINSTREAMING ADVISER OF ILO JAKARTA (12 MONTHS)

a) Background

1. The ILO has identified gender as a crosscutting issue to be mainstreamed in all its programmes and activities. These include the Director-General’s policy statement reiterating his and the organization’s commitment to the goal of gender equality. The principle of equality among women and men is also central to the Declaration on Fundamental Principles and Rights at Work and key ILO labour conventions. The ILO’s Decent Work agenda also holds gender equality central in its four strategic areas of promoting basic human rights at work, expanding job opportunities and quality, ensuring the freedom to organise and fundamental social protections, and promoting dialogue among the social partners.

2. Indonesia shares the ILO’s dedication to the cause of advancing workers’ basic rights, and achieving gender equality through gender mainstreaming. The Indonesian Government has ratified all 8 of the ILO core conventions, including Conventions No. 100 and 111, mandating equal remuneration for men and women for work of equal value and promotion of equal opportunity and treatment in employment and occupation. A Presidential Instruction on Gender Mainstreaming and National Development (2001) require all government institutions to implement gender-mainstreaming procedures for all programme and government services.

3. The ILO has sustained an active programme on gender in Indonesia. This includes commissioning working papers (1998) on the gender dimensions of globalisation and modern sector employment; the gender dimensions of economic crisis and employment in urban informal and rural sectors; and a gender review of globalisation, legislation, policies and institutional frameworks. Under the framework of the ILO/Japan Project on Expansion of Employment Opportunities for Women (EEOW), a project was implemented to strengthen institutional capacity in gender mainstreaming of provincial governmental and non-governmental agencies. This project also supported employers’ and workers’ organizations to promote gender awareness and mainstreaming in employer practices and policies.

4. To ensure sustainability and long-term impacts of the initiatives commenced under these activities and to promote progress in achieving the goals of Decent Work and ILO’s core labour standards, ILO commissioned a study in 2002 with the aim of developing a strategic approach to progress ILO’s previous efforts and identify new entry points to promote gender equity. The report and subsequent study were refined through further consultations with constituents.

5. The study identified a strategic need for an experienced national Gender Mainstreaming Adviser to assist with the preparation and implementation of a detailed plan of action for the Gender Mainstreaming Strategy programme in Indonesia. These Terms of Reference describe the work to be undertaken by the Adviser.

b) Work to be undertaken

The role of the Gender Mainstreaming Adviser is to enhance institutional arrangements for gender mainstreaming within the ILO Jakarta in accordance with the Gender Mainstreaming Strategy (GMS).
This will best be achieved through providing advice, support and advocacy on gender-sensitive and gender mainstreaming approaches across the four strategic objectives and at all levels of the project cycle.

This is a 12-month position in which the Adviser will be responsible for the following tasks:

- Work closely with ILO staff (regional and in-country), particularly the SRO-Manila gender specialist and constituent groups to formulate an integrated analysis of gender issues and identify potential for maximising synergies throughout the ILO Indonesia Programme;
- In collaboration with the Gender Team and the SRO-Manila gender specialist, conduct an internal review of existing mechanisms for gender mainstreaming (possibly through a gender audit) and formulate a quality improvement exercise for enhancing performance;
- Develop a detailed 12 month action plan for the first year of the Gender Mainstreaming Strategy in line with the broad approach outlined in this report and findings of the review;
- Recommend specific capacity building activities required to enhance understanding and skills in gender mainstreaming approaches, for relevant personnel within ILO and external stakeholders;
- Work with relevant ILO and project staff to identify issues for gender mainstreaming at each stage of the Project Cycle for technical cooperation proposals and project implementation, with the dual aim of ensuring these issues are appropriately addressed and providing skills transfer on gender mainstreaming;
- Develop a strategy with publications personnel to promote ILO's work supporting gender equality in Indonesia to be delivered through ILO Publications; and
- Assist ILO to develop a set of relevant indicators and mechanisms for data collection in order to assess implementation of the GMS for the purposes of monitoring, evaluation and make recommendations for future planning.

c) Skills Required

- Proven knowledge of gender mainstreaming models in the context of demand-driven participatory development and decentralisation in Indonesia, preferably in labour market and employment related sectors;
- Capacity to provide sound policy and program advice on gender mainstreaming in areas relevant to ILO activities;
- Demonstrate change management skills, including strategic thinking and planning and group work, negotiation and consensus-building skills;
- Capacity to provide gender mainstreaming skills development and transfer to ILO personnel and external constituents;
- Proven capacity to work effectively with a team and with a diversity of people (including senior and middle level government officials, unions, employer and community groups); and
- Ability to complete required tasks and write reports in both English and Bahasa Indonesia.

d) Required Outputs

The Adviser is expected to deliver the following outputs:

- A detailed 12-month action plan for implementation of the Gender Mainstreaming Strategy within the ILO Jakarta, including performance indicators. This is to be finalised within the first three months of the contract;
- Implementation of the activities identified in the Action Plan, in accordance to identified performance criteria;
- A minimum of 6 capacity building activities for ILO personnel and constituents to be completed during the term of the contract;
- Preparation of Year 2 action plan by the 10th month of the contract.
e) Reporting Requirements

The Adviser is required to submit to the Director of ILO Jakarta (with a copy to the SRO-Manila gender specialist and the ILO Jakarta gender focal point):

- An inception report that includes the detailed plan of action for Year 1 of the GMS and indicators within three months of contract commencement;
- Report after six months on the progress of the Gender Mainstreaming Strategy, which analyses specific issues to be resolved and proposes strategies for addressing such issues;
- Final report at the end of the 12-month period.

These reports are to provide meaningful information on the implementation of the GMS and recommendations for its improvement.
APPENDIX 5: BIBLIOGRAPHY


ILO. Practical Actions for the Social Protection of Homeworkers in Indonesia, Bangkok, 1996.


APPENDIX 5


Robinson, D. Report on Project to Assist Indonesia's Department of Manpower to Develop a Strategy to Implement ILO Convention 111 on EEO, AusAID, Canberra, 2000.


