



Ministry of Education and Culture  
Republic of Indonesia

# Gender Responsive Planning and Budgeting

Guidebook



## Foreword

Director of Early Childhood Education Development  
Directorate General of Early Childhood and Community Education  
Ministry of Education and Culture  
Republic of Indonesia

A high quality education for children before they turn five yields significant long-term benefits. There are evidences that affect children's development in the first years of life. Family poverty is an important mediator of the influence of community resources and children's innate abilities. Increased access to early childhood education (ECE) services can have positive effects on the development outcomes and girls' education, even in the short run.

The scope of ages for early year learners is 0-8 years, and in Indonesian education system, girls at early years are in ECE services (0-6 years) and in primary school (7-8 years). However, for early year girls from poor families, they have insufficient access to pre-primary and primary schools because their parents tend to keep their young girls at home for several reasons. In terms of quality, the girls at early years also suffer from irresponsible gender classroom activities. ECE and primary school teachers have insufficient knowledge and skills creating gender bias for girls' development.

Stereotypes and sexism limit the girls' potential growth and development because internalizing negative stereotypes impacts their self-esteem and ultimately, academic performance. Long-term gender bias effects for the girls at early years become most apparent in adolescence. Thus, in order to improve access and quality for young girls, gender mainstreaming at early years is important. Therefore, since 2013, the Directorate of Early Childhood Education and

Development (Directorate of ECED) aim to improve quality of girls' education through access, provision of community-based ECE Centers, early-year gender mainstreaming, parenting and teacher training.



**Ella Yulaelawati**

The Directorate of ECED develops a series of Guidebook for Improving Girls' Education and Early Year-Gender Mainstreaming, which aims to improve access and quality of girl's education and early-year gender mainstreaming. The guidebooks include: i. Pocket Book: Gender Mainstreaming in Education, ii. Gender Responsive Planning and Budgeting, iii. Language and Gender (Early Socialization), and iv. Gender Responsive Teaching Materials.

The guidebooks were prepared in Indonesian language; particular thanks go to Mr. Cecep Somantri and Ms. Mita Adhiwijna who prepared the texts in English, and to Ms. Kurniati Restuningsih who coordinated the overall activities and supervised the publication.

I trust you will enjoy reading these guidebooks and urge you to take a lead for improving girls and women education as well as gender mainstreaming.

Jakarta, April 2016

**Ella Yulaelawati**  
*Director*

Edited by **Ella Yulaelawati**



## A. Understanding Gender Responsive Planning and Budgeting

Gender Responsive Planning and Budgeting (GRPB) is an effort to accelerate the adoption of gender mainstreaming which aims to address disparities in access, participation, control and benefits between men and women, which exist as a result of social and cultural constructions. GRPB includes program planning to budgeting with the goal of achieving a more equitable budget. GRPB is neither a separate process from the existing

system nor a special preparation of plans and budget for women. The preparation GRPB is not the final destination, but it is rather a framework or an analysis tool to achieve justice in receiving the full benefits of development.

GRPB carried out by government agencies in an educational environment at both national and local levels is accomplished by completing the activity Terms of Reference (TOR) along with Gender Budget Statement/GBS; a document informing that an activity gender responsive and is proceeded with a gender analysis.

The implementation of gender responsive budgeting (GRB) is a strategy to reduce inequalities of participation in decision-making processes. The effort to improve of the condition is better known as gender mainstreaming; a strategy to integrate

gender into an integral dimension of planning, programming, monitoring and evaluation of policies and programs in all working units, at both central and regional levels. Therefore, GRB is does not simply look at the gaps that may occur because of gender, but it also considers the disadvantages caused by other factors such as ethnicity, poverty, geography, or age.

GRB does not aim to create a budget separation between men and women, but it seeks for a budget that is prepared and validated through an analysis process with a gender perspective. GRB includes an assessment towards the budget-impact on different aspects in the society. Thus, GRB is not about seeing the different needs between men and women, but it looks at the different needs between urban and rural, young and adults, young and elderly, etc. In

addition, GRB sees how the budget affects those who are most disadvantaged: women, men, people who live under poverty and rural area, and so on.

One of the main challenges in GRB is how to integrate gender mainstreaming in the perspective of the overall budget analysis, and does not only focus on the provision of 5% budget for gender mainstreaming, but it should be more on how the overall budget could provide equitable benefits for men and women. Another challenge is how to increase the understanding of gender to all actors involved in the planning and budgeting. The Planning Department that is responsible to formulate activities for all other units should have a proper and precise understanding of gender mainstreaming and have a strong commitment that GRB can really be implemented.





## B. GRB for Improving Economic Efficiency

GRB aims to use resources efficiently. Gender analysis in government spending is crucial to reduce costs in the sector incurring costs on the other, or the actual cost in the form of time spent by individuals or groups and reduce their overall productivity (Elson, 2000).

The design for GRB analysis includes an assessment of inputs, activities, outputs, and impacts of government intervention, as well as feedback to increase the effectiveness and efficiency of the budget. Therefore, the budget spending will be more optimal in its performance.

Research on economic growth and education shows that failure to provide investment in education for female population will decrease Gross Domestic Product (GDP). Countries with school enrollment ratio

of primary and secondary education of females to males less than 0.75 have a GDP of about 25% lower than countries that have less gender gap (Hill and King, 1995)

The above information is expected to provide assurance about the importance of gender equality and equity in education. Women need to have a level of education that is equal to that of men. Thus, ensuring men and women get the same opportunities in education and participate in the implementation of educational development becomes absolutely important.

## C. GRB for Improving Governance

Despite its various definitions, good governance refers to a process to make the provision of goods and services in society be more equitable, effective, and accountable. Gender responsiveness is required in the implementation of good governance, namely



transparency, accountability, and participation. The analysis of gender issues, the participation of both men and women in decision-making at all levels, and respect for the rights and needs of women are the essences of good governance and important aspects of GRPB.

Gender-responsive governance is highly dependent on the dynamics and active cooperation in the social and political areas in elaborating and translating public policy. If this strategic partnership jointly supports the right of people to participate and obtain information and accountability, it is

important to involve civil society, especially women's network at the grassroots, local, national, and international levels.

GRB requires the availability of gender disaggregated data which are accurate and can improve the accountability of public funding.

## D. GRB as Part of Gender Mainstreaming

GRB initiative is designed as an application of gender mainstreaming to encourage gender equality and equity between men and women. Bearing in mind that funding involves various parties, GRB allows local governments to improve their skills in applying gender tools in their planning.

Gender mainstreaming should be seen in a broader perspective covering all programs and activities conducted by any agency. It is this last thing that has not been done until now.







## E. GRB within the Country's Financial System

The implementation of performance based budgeting requires the implementation of GRB in line with the gender responsive targets.

The Ministry of Finance through the Minister of Finance Regulation Number 119/PMK.02/2009 on the Guideline for the Preparation and Review of Work Planning and Budgeting of State Ministries/Agencies and Preparation, Review, Approval and Implementation of Public Funding (*DIPA*) 2010 stresses that budget preparation should be based on the analysis of gender equality and equity.

Specifically, GRB analysis should be outlined in the Gender Budget Statement (GBS), which is further operationalized in the Terms of Reference (TOR) arranged for each activity.

GRPB in education includes a variety of activities, such as advocacy, awareness raising, policy analysis and formulation of policies, training, monitoring and evaluation, as well as assessments or studies. Subjects involved also vary, ranging from government, parliament, academia, non-governmental organizations, donor agencies, to international financial institutions with activities tailored to their respective roles.

## THE BASIC PRINCIPLES OF GENDER RESPONSIVE PLANNING AND BUDGETING

### A. Political Will

It is important to align policy formulation with a variety of national and regional targets mentioned in various planning documents, such as Medium Term Development Plan (*RPJMN*), Local Medium Term Development Plan (*RPJMD*), Strategic Plan of Ministries/Agencies, Regional Strategic Plans, and others. The political approach and analysis tools will produce something meaningful if they are based on a certain legal instrument.

In education, the instrument that is commonly used to assess gender responsive policy is Gender Analysis Pathway, known as GAP.

### B. Increasing Awareness and Advocacy

Initiatives to implement gender responsive programs and budgeting will be successful if more parties are involved. In this case, the subjects should not only be the government as decision-makers, but also other parties that can push budget efficiency to be a political priority. Therefore, awareness-raising and advocacy need to be socialized to all stakeholders.



### C. Transparency and Participation

Budget transparency is an absolute prerequisite for gender responsive programs and budgeting to be implemented. The stages of programming and budgeting must involve equal representation of men and women in proportion: budgets experts and gender specialists. In this case, transparency should be developed and followed accordingly. Other things to consider are as follows:





1. Engaging the government and parliament in the budget preparation and implementation.
2. Engaging working units that are involved in program planning and budgeting.
3. Internalizing the whole of routine process in the preparation and implementation.
4. Ensuring balanced quality on the budgeting priorities for men and women.



#### D. The Availability of Sex-Disaggregated Data

In the analysis of GRB, sex-disaggregated data are absolutely necessary to avoid gender neutral policies and budget.

#### E. Human Resources

Budget planners who are able to conduct gender analysis and implement their plan are an absolute prerequisite in order to make GRPB be implemented properly.

#### F. Accountability

Accountability in monitoring and evaluation needs to consider the impact of the programs and budget for men and women.

By taking various contingencies into account, it is safe to say that the program planning and GRB can be implemented if gender policy analysis has been implemented, socialization and advocacy have been carried out thoroughly, sex-disaggregated data are available, and supportive human resources are there to support.



#### Further information:

**Directorate of Early Childhood Education Development**  
 Directorate General of Early Childhood and Community Education  
 Ministry of Education and Culture

Ministry of Education and Culture Office,  
 E Building, 7<sup>th</sup> floor  
 Jl. Jenderal Sudirman, Senayan, Jakarta  
 e-mail: ella.yulaelawati@kemdikbud.go.id

