

Policy Brief

Developing a Sustainable Design for Gender Mainstreaming Capacity Building: Lessons from Training Support in SKALA Program Regions

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Executive Summary

CONTEXT: Gender Mainstreaming (PUG – *Pengarusutamaan Gender*) integrates gender equality perspective throughout the entire development cycle, from planning, implementation, and monitoring, through to policy evaluation. This is supported by a robust legal framework, initiated by Presidential Instruction (Inpres) No. 9/2000, and is consistently included in Indonesia's long and medium-term development planning documents.¹ PUG aims to integrate gender equality into the planning, implementation, monitoring, and evaluation of national and subnational development policies, in line with the mandate of each level of government. At the subnational level² PUG is governed by regulations issued by the Ministry of Home Affairs (Kemendagri - *Kementerian Dalam Negeri*).³

CHALLENGES: However, significant challenges remain in implementing PUG. Regional planners and functional staff often lack sufficient technical capacity, human resources remain limited, staff turnover is high, and standardised training materials are lacking.

RECOMMENDATIONS: Based on lessons learned from delivering gender-related training and technical assistance, this policy brief recommends developing a systematic approach that facilitates easier access to capacity building in PUG for planners at both the central and regional levels.

Keywords: Gender mainstreaming, PUG, capacity building for local government agencies, planning

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¹ National Long-Term Development Plan 2025–2045 (RPJPN – *Rencana Pembangunan Jangka Panjang Nasional*); National Medium-Term Development Plan 2025–2029 (RPJMN – *Rencana Pembangunan Jangka Menengah Nasional*).

² The term 'subnational' in this brief refers collectively to provincial, regency, and city governments (pemerintah provinsi, kabupaten, dan kota).

³ Minister of Home Affairs Regulation No. 67 of 2011, amending Regulation No. 15 of 2008 concerning General Guidelines for the Implementation of Gender Mainstreaming in Regions (*Peraturan Menteri Dalam Negeri Nomor 67 Tahun 2011 tentang Pedoman Umum Pelaksanaan Pengarusutamaan Gender di Daerah*).

Background

Between 2023 and 2025, The Ministry of National Development Planning/Bappenas in collaboration with relevant coordinating and sectoral ministries strengthened PUG capacity in the regions through training and technical assistance (bimtek - bimbingan teknis). Activities have included Training of Trainers (ToT) for prospective trainers and advanced, province-focused training. These initiatives targeted planners in relevant local government agencies (OPDs – *Organisasi Perangkat Daerah*) and involved representatives from civil society organisations (CSOs – *organisasi masyarakat*) to strengthen government-CSO collaboration.

Various approaches were used, including mentoring for relevant OPDs to integrate gender equality into subnational planning documents. These documents include subnational Medium-Term Development Plans, Regional Government Work Plans, Strategic Plans, and the OPDs' Work Plans.⁴

Training and technical assistance materials covered fundamental concepts of gender equality and inequality, as well as policies and governance related to PUG. They also address the preparation of a Gender Analysis Pathway (GAP) and a Gender Action Budget (GAB), along with Gender-Responsive Budget (ARG – *Penandaan Anggaran Responsif Gender*) tagging in the Regional Government Information System (SIPD – *Sistem Informasi Pemerintahan Daerah*).

Training by engaged representatives from CSO networks and universities as instructors and resource persons. Beyond regional support, SKALA facilitated discussions at the central level to develop a sustainable design for capacity building.

These discussions explored the integration of teaching modules into institutions such as *Pusbindiklatren*, the Centre for Planner Development, Education, and Training and *Pusdiklat*.⁵ In coordination with the National Institute of Public Administration (LAN).⁶ Collaboration has also been established with Centres for Gender studies at universities and CSO networks. Collaboration has also been established with Centres for Gender studies at universities and CSO networks.

Evaluation of training and technical assistance activities highlighted several reflections and lessons learned:

- a) Technical assistance improved participants' understanding and knowledge of PUG in regional planning and budgeting. However, implementation requires significant investment, especially when conducted offline.
- b) The limited number of trainers from ministries and institutions remains a challenge for capacity building, making it necessary to develop more efficient methods so local governments can continue PUG training and reach all planners in their jurisdictions.
- c) Representatives from CSOs and universities trained as facilitators added analytical depth by drawing on their work experience and offering empirical data on the practical implementation of PUG, while also providing an alternative perspective to the government's approach.
- d) A sustainable design for technical capacity building is required to ensure all local government planners have access to capacity development, given the high rates of staff turnover and rotation.

⁴ Subnational Medium-Term Development Plans (RPJMD – *Rencana Pembangunan Jangka Menengah Daerah*); Regional Government Work Plans (RKPD – *Rencana Kerja Pemerintah Daerah*); Strategic Plans (Renstra – *Rencana Strategis*); and OPD Work Plans (Renja – *Rencana Kerja*).

⁵ *Pusbindiklatren* – Pusat Pembinaan, Pendidikan, dan Pelatihan Perencana, National Development Planning Agency (Bappenas – *Badan Perencanaan Pembangunan Nasional*); *Pusdiklat* – Pusat Pendidikan dan Pelatihan, Ministry of Women's Empowerment and Child Protection (KPPPA – *Kementerian Pemberdayaan Perempuan dan Perlindungan Anak*).

⁶ The National Institute of Public Administration (LAN – *Lembaga Administrasi Negara*) develops ASN competencies through education and training, and fosters applied higher education in administration. It also sets standards and guidelines, provides accreditation, and supervises ASN competency development to improve public service quality.

Problem Description

In addition to the reflections and lessons outlined above, this policy brief identifies several key problems and challenges in implementing PUG at the central and subnational levels.

The absence of an effective, operational, and current policy reference for PUG. The government is drafting a Presidential Regulation on the National Strategy for Strengthening PUG's Implementation (Stranas PUG)⁷ to serve as the legal framework, updating Presidential Instruction No. 9/2000. Consequently, updates to several subnational policies will also be required to ensure consistency with Indonesia's efforts to achieve gender-equal and inclusive development.⁸

Capacity gaps, staff turnover, and budget limitations affect the development of human resources for PUG at the subnational level. Some planners still lack an adequate understanding of gender concepts and of the mechanisms for integrating a gender perspective into the seven development processes of planning, budgeting, implementation, monitoring, evaluation, supervision, and reporting. As noted earlier, offline training requires substantial funding, making it difficult to sustain if it relies solely on Regional Budget **APBD** – *Anggaran Pendapatan dan Belanja Daerah*.

Gender equality material is not yet fully integrated into the training curriculum of the State Civil Apparatus (ASN – *Aparatur Sipil Negara*). This presents both a challenge and an opportunity to strengthen the curriculum, increasing government officials' understanding of and sensitivity to gender issues.

Lack of a standardised and integrated training model and approach, particularly for use by local governments. Ministries and institutions (K/L – *kementerian dan lembaga*) apply different approaches to developing PUG curricula and modules, tailored to their specific target participants and training objectives. At the national level, each K/L applies a training approach that aligns with its own targets and goals, including specific sectoral issues to address. Some K/L use various methods, including micro-teaching techniques, Learning Management Systems (LMS – *Sistem Manajemen Pembelajaran*), and Massive Open Online Courses (MOOCs – *Kursus Daring Terbuka Massa*). While these are good practices, a standardised model and approach is needed to ensure consistent understanding among planners, especially when preparing plans and budgets to achieve national development indicators. Furthermore, no existing mechanism or reference exists for local governments to strengthen their PUG technical capacity.

Limited access to and use of disaggregated data to support PUG. A significant challenge observed during the practical exercises for participants of the technical assistance program was the limited access, availability, and utilisation of gender-disaggregated data. Such data is essential for analysing gender disparities, which form the basis for setting priority activities and interventions. The Integrated Welfare Analysis Planning Online Platform (SEPAKAT – *Sistem Perencanaan Analisis Kesejahteraan Akurat Terpadu*) provides disaggregated data and analytical references. However, access and use requires prior authorisation.⁹

Targeted Policies

- Presidential Instruction No. 9 of 2000 on Gender Mainstreaming (*Instruksi Presiden No. 9 Tahun 2000 tentang Pengarusutamaan Gender*).
- Government Regulation No. 8 of 2008 concerning the Stages, and Procedures for Preparation, Control, and Evaluation of the Implementation of Subnational Development Plans (*Peraturan Pemerintah No. 8 Tahun 2008 tentang Tahapan, Tata Cara Penyusunan, Pengendalian, dan Evaluasi Pelaksanaan Rencana Pembangunan Daerah*).

⁷ The National Strategy for Gender Mainstreaming (STRANAS PUG) mandates the implementation of gender mainstreaming in seven development processes: planning, budgeting, implementation, monitoring, evaluation, supervision, and reporting.

⁸ The National Medium-Term Development Plan 2025–2029, enacted through Presidential Regulation (Perpres – *Peraturan Presiden*) No. 12 of 2025, sets targets and indicators for achieving the national priority of gender equality. Achieving these requires consistent efforts at the subnational level, alongside strengthened governance and institutionalisation of gender mainstreaming.

⁹ SEPAKAT is a web-based application that provides analysis based on macro and micro data to support evidence-based planning and budgeting. Full details: <https://sepakat.bappenas.go.id/>

- Minister of Home Affairs Regulation No. 67 of 2011, Amending Minister of Home Affairs Regulation No. 15 of 2008 on General Guidelines for Implementing Gender Mainstreaming in Subnational Governments (*Permendagri No. 67 Tahun 2011 - Perubahan atas Permendagri No. 15 Tahun 2008 tentang Pedoman Umum Pelaksanaan PUG di Daerah*).
- Minister of Home Affairs Regulation No. 86 of 2017 on the Guidelines for Planning, Control, and Evaluation of Subnational Development (*Permendagri No. 86 Tahun 2017 tentang Tata Cara Perencanaan, Pengendalian, dan Evaluasi Pembangunan Daerah*).
- Minister of Home Affairs Regulation No. 10 of 2023 on the Role of the Government Internal Supervisory Apparatus (**APIP**) (*Permendagri No. 10 Tahun 2023 tentang Kedudukan APIP -Aparat Pengawasan Internal Pemerintah*).

Policy Recommendations

- The Ministry of Home Affairs, Bappenas, the Ministry of Women's Empowerment and Child Protection (**KPPPA** – *Kementerian Pemberdayaan Perempuan dan Perlindungan Anak*), and other related technical ministries should accelerate the revision, harmonisation, and enactment of other national regulations as an operational foundation for the implementation of PUG in the regions. Recommended regulatory improvements are detailed in Table 1.

Table 1. List of Regulations Supporting the Implementation of PUG

NO	REGULATION (ENGLISH)	REGULATION (INDONESIAN)	STATUS	REQUIRED ACTION	RELEVANCE
1	Draft Presidential Regulation on the National Strategy for Gender Mainstreaming (Stranas PUG)	<i>Rancangan Peraturan Presiden tentang Strategi Nasional Penguatan Penyelenggaraan Pengarusutamaan Gender</i>	Draft	Finalise and enact	National strategic framework for PUG, replacing Presidential Instruction No. 9 of 2000
2	Minister of Home Affairs Regulation No. 15 of 2008 on the General Guidelines for the Implementation of Gender Mainstreaming in Subnational Governments – Amended by Minister of Home Affairs Regulation No. 67 of 2011	<i>Peraturan Menteri Dalam Negeri No. 15 Tahun 2008 tentang Pedoman Umum Pelaksanaan Pengarusutamaan Gender di Daerah – Diubah dengan Peraturan Menteri Dalam Negeri No. 67 Tahun 2011</i>	In force	Revise to be more contextual and operational	Subnational PUG guidelines
3	Minister of Home Affairs Regulation No. 10 of 2023 on the Role of the Government Internal Auditor (APIP)	<i>Peraturan Menteri Dalam Negeri (Permendagri) Nomor 10 Tahun 2023 tentang Pedoman Penyusunan Rencana Kerja Pemerintah Daerah Tahun 2024</i>	In force	Revise to strengthen the role of APIP in monitoring and evaluating PUG	Regional supervision and reporting

NO	REGULATION (ENGLISH)	REGULATION (INDONESIAN)	STATUS	REQUIRED ACTION	RELEVANCE
4	Regulations on Functional Planner Training issued by Pusbindiklatren Bappenas and the National Institute of Public Administration (LAN – Lembaga Administrasi Negara)	<i>Peraturan Pusbindiklatren Bappenas dan LAN tentang Pelatihan Fungsional Perencana</i>	In force	Adjust to include PUG training in the ASN curriculum	Functional competence for planners
5	Minister of Administrative and Bureaucratic Reform (PAN-RB - Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi) and LAN Policy on ASN Competency Development	<i>Kebijakan Menteri PAN-RB dan LAN tentang Pengembangan Kompetensi ASN</i>	In force	Make PUG training mandatory in the ASN curriculum	Competence for cross-sectoral ASN
6	Guidelines on the Regional Action Plan (RAD) for Gender Equality Development	<i>Pedoman Rencana Aksi Daerah (RAD) Pengarusutamaan Gender (PUG) (Draf)</i>	Draft	Develop and refine	Guides subnational governments in preparing and implementing PUG action plans

- Strengthen the capacity development function of lead institutions and/or the Central PUG Working Group (Pokja PUG – kelompok kerja PUG) for subnational governments** through online or hybrid mediums. Subnational level capacity development by central lead institutions should not be limited to training and technical assistance but should be part of a broader, continuous effort. Lead ministries should develop efficient online or hybrid programs capable of reaching many regions to enhance engagement, policy communication, and the sharing of good practices and lessons, while also encouraging the activity of subnational Pokja PUG.
- Develop a standardised, competency-based PUG training module accessible to both central and subnational levels.** Bappenas and technical ministries should collaborate in developing a standardised module that can be adapted to different sectors and regions and used in e-learning formats via LMS.
- Maximise the roles of the Bappenas Pusbindiklatren, KPPPA Pusdiklat, and university gender studies centres** as reference hubs for standardised modules and training access.¹⁰ These institutions should coordinate with LAN to integrate PUG modules into the functional planner training curricula they manage. By doing so, they can actively provide standardised and easily accessible PUG capacity building for planners at both central and subnational levels.

¹⁰ Pusdiklat (*Pusat Pendidikan dan Pelatihan*) refers to KPPPA's training centre.

5. **Promote improved access to aggregate data on the SEPAKAT application** to support the implementation of PUG by formulating targeted program interventions based on identified gender gaps. Central and subnational governments, CSOs, and universities should be granted authority to collect and analyse aggregate data related to gender inequality issues according to the context and needs of their program intervention areas.
6. **Maximise the role of Pokja PUG at the central and subnational levels.** A national-level Pokja PUG needs to be established to coordinate the lead and line ministries at the central level, or to clarify their respective duties and functions in supporting the systematic implementation of PUG.¹¹ Furthermore, at the subnational level, Pokja PUGs should be established as cross-agency forums for coordinating PUG, consisting of both driver and implementing agencies.
7. **Encourage the evaluation and implementation of incentive mechanisms to enhance the effectiveness of PUG.** The APIP needs to develop more effective and measurable mechanisms for evaluating and monitoring the implementation of PUG in accordance with technical ministry guidelines. It also needs to undertake regular monitoring to ensure policy and budget effectiveness. Additionally, the central government should promote incentive mechanisms to support the achievement of gender equality and social inclusion development targets and priorities at the subnational level.

¹¹ The Draft Presidential Regulation on Stranus PUG mandates the establishment of a national-level Pokja PUG. The working group consists of:

- a) **Driver ministries and institutions:** Coordinating Ministry for Human Development and Cultural Affairs (Kemenko -Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan), KPPPA, Bappenas, MoHA Ministry of Finance ((Kemenkeu - Kementerian Keuangan), Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendes PDTT - Kementerian Desa, Pembangunan Daerah Tertinggal, dan Transmigrasi), Ministry of Administrative and Bureaucratic Reform (PAN-RB - Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi), Financial and Development Supervisory Agency (BPKP - Badan Pengawasan Keuangan dan Pembangunan), Statistics Indonesia (BPS – Badan Pusat Statistik).
- b) **Implementing ministries and institutions:** all other ministries and institutions in line with their respective duties and functions.

Disclaimer: The views, findings, interpretations, and recommendations presented in this publication do not necessarily reflect the policies or official positions of the Government of Indonesia, the Government of Australia, or DT Global. The SKALA Program is supported by the Australian Department of Foreign Affairs and Trade (DFAT) and implemented by DT Global.



Endnotes

¹ National Long-Term Development Plan 2025–2045 (RPJPN – *Rencana Pembangunan Jangka Panjang Nasional*); National Medium-Term Development Plan 2025–2029 (RPJMN – *Rencana Pembangunan Jangka Menengah Nasional*).

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b) **Implementing ministries and institutions:** all other ministries and institutions in line with their respective duties and functions.