



## PROMOTING GENDER EQUITY AND SOCIAL INCLUSION AS PART OF INDONESIA'S JUST ENERGY TRANSITION

### KEY SUMMARY

- Indonesia's energy sector, which relies heavily on fossil fuels like coal and oil, substantially contributes to greenhouse gas emissions. These sources were responsible for 64% of energy generation as of 2021. The country's dedication to achieving net zero emissions by 2060 or earlier is emphasized by its commitment to a USD 20 billion Just Energy Transition Partnership, which was endorsed at COP26 and during the South Africa's JETP. The Indonesia's JETP was announced a year after in November 2022 during the G20 Summit. This commitment underscores the the commitment to pursue energy transition in the power sector through international partnership and cooperation. Fragmented regulations and insufficient inter-ministerial coordination challenge the integration of gender and social inclusion into energy policies, despite the existence of policies intended to promote gender mainstreaming. This circumstance underscores the pressing necessity for a more unified and cohesive strategy.
- The International Renewable Energy Agency (IRENA) 2022 report, highlights that gender diversity and social inclusion can drive economic growth and innovation. It also indicates that closing the gender gap in the energy sector could increased productivity and innovation when women are fully integrated into the workforce and decision-making processes. Ultimately, minimizing risks associated with project delays and resettlement issues through consideration of gender and social inclusion enhances community support. McKinsey & Company 2020 asserts that gender-diverse groups exhibit higher profitability and value creation, reflecting the innovative solutions generated by diverse representations. Furthermore, the inclusion of women in project planning and execution improves the suitability of energy initiatives to the needs of the community, thereby increasing their acceptance and sustainability.

- The analysis reveals numerous gaps in Indonesia’s energy policy landscape, with the National Energy Policy (NEP) or *Kebijakan Energi Nasional* (KEN) failing to adequately address gender equity. Additionally, the current energy laws are ineffective in addressing gender and inclusion issues. Fragmented regulations and inadequate coordination between national and local authorities impede efficient energy transition planning. The absence of gender-specific measures restricts the effectiveness of rural electrification efforts, even though they enhance access. In coal-dependent regions, informal workers face economic risks without adequate safety nets, and the Just Energy Transition Partnership (JETP) does not support rural electrification investments, which affects last-mile communities.
- Recommendations include the integration of gender and social inclusion (GESI) requirements into energy sector regulations, the updating of laws with a clear gender equity lens, and the establishment of a coordinating body to guide and monitor the implementation. It is imperative to improve inter-ministerial coordination and capacity-building to facilitate gender-inclusive energy planning. The JETP should incorporate rural electrification through cross-sector collaboration and blended financing. Improve tariff structure and enhance the rural electrification subsidy option open for non-PLN providers serving the rural areas. Lastly, it is imperative to establish social safety nets for informal workers in coal-dependent regions in order to alleviate the economic consequences of the coal phase-out.

## CONTEXT

Indonesia’s significant greenhouse gas emissions stem from its extensive dependence on fossil fuels, with coal being the predominant source. Fossil fuels constituted 59% of the nation’s energy supply in 2022, while natural gas contributed 14.4% and biofuels and waste accounted for 13.8%. Collectively, coal and oil accounted for 64% of energy production, with natural gas following at 16.7% and renewables (primarily hydro and geothermal) at 13%. (IEA Country Profile Indonesia, 2022).

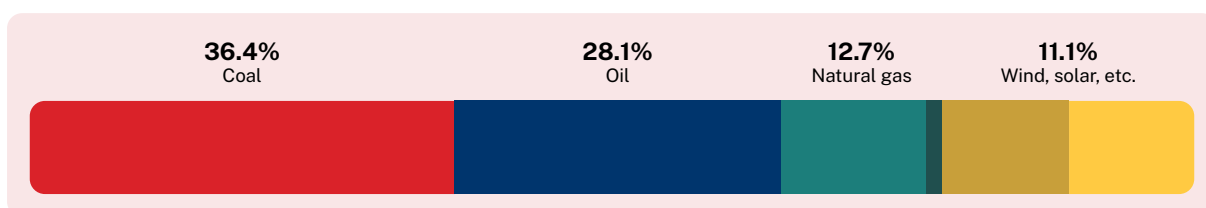


Image 1. Indonesia’s energy supply in 2022 (IEA, 2022).



Image 2. Indonesia’s energy production in 2022 (IEA, 2022).

Indonesia's pledge at COP26 in 2021 to attain net zero emissions by 2060 or earlier has received extensive backing from public sector organizations, state-owned enterprises, and private firms including the PLN. The G20 Summit in Bali in 2022 played a crucial role in driving this ambitious objective, as delegates demonstrated a firm dedication to advancing comprehensive, environmentally friendly, cost-effective, and reliable energy policies. Furthermore, during the G20 summit, Indonesia initiated discussions on the gradual elimination of coal, resulting in the formalization of the USD 20 billion Just Energy Transition Partnership agreement. This commitment aligns with a concerning fact exposed in the 6th Assessment Report of the Intergovernmental Panel on Climate Change (IPCC), released in 2023 as part of the Global Stocktake: human activities from which greenhouse gases (GHGs) are emitted have resulted in a 1.1°C rise in the average global temperature. (IPCC AR6, 2023).

To effectively address the challenges of transitioning from coal to clean energy, alongside technical solutions like energy infrastructure upgrades, grid integration, and technology innovation, as well as financial considerations such as investment costs, financing mechanism and cost effectiveness, it is equally important to incorporate the viewpoint of gender, social inclusion, and its intersectionality into the energy strategic planning. This approach acknowledges the interdependencies between low-carbon development and past economic, political, and social injustices, ensuring a just and inclusive transition for all. Employing an intersectional perspective enables us to gain a deeper understanding of the interplay between various social elements in determining the benefits and disadvantages of the shift towards clean energy within the framework of the energy transition. Consider, for instance, the psychological distress endured by coerced migrants during their relocation as a result of extensive power infrastructure projects. Appreciating this fact, **Indonesia has established a basis for achieving gender equality by implementing measures such as Law No. 7 of 1984 about convention on the elimination of all forms of discrimination against women and Presidential Instruction No. 9/2000 on Gender Mainstreaming.** The Ministry of Women's Empowerment and Child Protection (MoWECP) acknowledges this initiative as a crucial approach in national development.

**Intersectionality** refers to the interconnected phenomenon of gender inequality, racism, sexism, income inequality, poverty, rural and disaster-prone regions, persons with disabilities, both older and younger individuals, and indigenous communities.

Despite these efforts, integrating gender and social inclusion into the energy industry remains a challenging task, with current policies failing to adequately address it. The main focus of NEP and electricity procurement planning (*Rencana Usaha Penyediaan Tenaga Listrik*, or RUPTL) is on the technical and financial parameters of energy development. This limited scope can catalyze a chain reaction in sub-national energy planning, intensifying social and economic disparities. The impact extends beyond marginalized individuals' boundaries, exerting influence on society as a whole by resulting in missed opportunities for inclusive advancement and innovation.

Separate ministries often manage national policies that address gender equity and low-carbon development as distinct matters. This results in intricate methodologies for implementing and monitoring these policies at both the sub-national and national levels. The existence of this disconnect emphasizes the necessity for a more comprehensive strategy that guarantees GESI are not only separate objectives but also mutually strengthening priorities. (MCA Indonesia, 2018).

A just and equitable energy transition requires a policy that is responsive to both gender and social inclusion, as well as specific and effective implementations in practice. Effectively addressing

these challenges in the energy transition and other low-carbon development plans is essential for optimizing the social and economic advantages and fostering fair development. Policies that integrate gender, social inclusion, and intersectionality ensure equitable distribution of the benefits of clean energy, such as improved health, reduced time and energy-intensive labor, increased employability, and improved economic prospects, among the population. This strategy facilitates the reduction of poverty, enhances the participation of women and other marginalized groups in the green economy, and fosters inclusive economic development.

## APPROACHES TO ACHIEVING

### How GESI can improve the effectiveness of energy transition initiatives.

Limited information and promotion regarding the direct impact of GESI on energy policies and reports are available. Currently, researchers frequently document these reports using numerical technical indicators such as the number of households connected, kWh or MWh generated, the reduction of MtCO<sub>2e</sub>, the percentage of renewable energy in the energy mix, and the kilometers of new transmission or distribution lines. These indicators are used because they align with key development metrics, but unfortunately overlook the social and gender impacts. These metrics are not linked to “just” principles, which are part of the overall goal of energy transition efforts. Therefore, it is imperative to make them more concrete and widely recognized.

The following are several significant discoveries regarding the managerial and implementation implications of incorporating gender and social inclusion into the energy transition:

#### 1. Enhance economic benefits.

Incorporating gender and social inclusion into the energy transition can significantly lead to more sustainable and inclusive economic growth. The International Renewable Energy Agency (IRENA) report, *A New World: The Geopolitics of the Energy Transition*, highlights that gender diversity and social inclusion in the renewable energy sector can drive economic growth and innovation. It also indicates that closing the gender gap in the energy sector could increase productivity and innovation when women are fully integrated into the workforce and decision-making processes. The World Economic Forum’s *Global Gender Gap Report 2023* also provides comprehensive data on the economic impact of gender parity.

#### 2. To improve planning, GESI necessitates sex-segregated data.

Sex-disaggregated data, collected and analyzed separately for women and men, serves as a critical tool for guiding informed decision-making toward a gender-responsive energy transition. Sex-disaggregated data facilitate a more precise comprehension of gender disparities and discrepancies, facilitate the monitoring of progress toward the Sustainable Development Goals (SDGs), and inform the development of programs and policy interventions to address gender disparities in the energy sector (SE4ALL, 2024). The absence of sex-disaggregated data and information on the detrimental effects of energy policies and programs in energy statistics makes it challenging to analyze pertinent gender issues and monitor gender-related project outcomes.

#### 3. Minimize potential risks.

Securing community’s support such as endorsement and active participation in consultations to understand closely of community’s concerns is essential for energy projects. Understanding and addressing community concerns closely helps mitigate risks related to delays, challenges associated with resettlement and land compensation, and health and safety concerns, including



exposure to gender-based violence. These concerns disproportionately affect women and underprivileged groups. Utility and energy companies will be able to identify specific risks and develop mitigation and action strategies by considering gender and social inclusion in power planning, procurement, stakeholder engagement, and monitoring evaluation (Mentari, White Paper: Power Sector, 2021).

#### 4. Applying a diversity of perspectives and viewpoints leads to better solutions.

Engaging both men and women in the energy transition endeavors has the potential to broaden perspectives, thereby facilitating the development of more innovative and effective solutions. Diversity is the winner. A 2020 study by McKinsey & Company study found that gender-diverse teams are 21% more likely to outperform their competitors in terms of profitability and 27% more likely to generate greater value. Diverse viewpoints and perspectives can assist in the identification and resolution of a broader range of issues, thereby reducing the likelihood of potential issues (McKinsey & Company, 2020).



Image 3. Diversity impact in energy transition (McKinsey & Company, 2020)

#### 5. Broadening the scope of impact through inclusivity.

An inclusive energy project has the potential to extend its benefits beyond its primary objectives providing energy needs, but also positively impacting various sectors such as education, health, entrepreneurship, food production, water, and ICT. By promoting promoting economic growth and improving service delivery, such project not only contributes to the Sustainable Development Goals but also and accelerates technological advancements (Hivos, 2018).



## GAP ANALYSIS

### 1. The National Energy Policy (NEP) does not adequately address gender and social inclusion.

The design of Indonesia's National Energy Policy (Kebijakan Energi Nasional) aims to simultaneously achieve energy security, sustainability, and equity. The General National Energy Plan (RUEN) and the Regional General Energy Plan (RUED) in each province develop from this foundation. It focuses on expanding energy access and transitioning to renewable energy sources. Although it advocates for increased energy availability, their efforts to promote gender equity have been negligible. **The policy does not explicitly address gender disparities or encourage the incorporation of gender-focused approaches.**

### 2. Policies that exhibit fragmentation and lack strategies to tackle the gender gap.

The power and energy industries in Indonesia remain largely silent on gender issues, as evidenced by the Law on Energy No. 30 of 2007 and Law on Electricity No. 30 of 2009, as well as the related regulations. Nevertheless, the Energy Law contains a variety of clauses that emphasize the following: energy for all, access to energy for low-income households, energy subsidy distribution, community participation in national energy planning, and community empowerment in energy-related industries. In the interim, the Electricity Law permits the general public to participate in the provision of electricity. However, **the laws do not explicitly specify any measures that would address the gender and inclusion gaps, despite the fact that they both address these issues.** (Mentari, New Paradigm Power Sector, 2023).

### 3. Siloed energy planning.

The absence of interministerial coordination between national technical ministries and the pertinent sub-national government agencies results in inefficient resource allocation, planning, and implementation challenges. Sub-national government agencies are frequently involved in the planning process at a late stage and may be unaware of the specific responsibilities and implications within their jurisdiction. While the Musrebangnas mechanism is intended to facilitate consultations, **significant knowledge gaps often remains. This impedes the successful execution of comprehensive and inclusive energy**



*In order to address this gap, it is imperative that local stakeholders, particularly those who will be directly impacted by the energy transition, participate in awareness-raising and capacity-building initiatives. We are unaware of the manner in which investors approach local government agencies in Morowali with respect to nickel, for instance,”*

**stated Mike Verawati of the Indonesian Women's Coalition.**

**transition initiatives that are capable of fostering long-term local economic development and poverty alleviation.** The capacities of government officials are significantly different at the national and local levels.

**4. The rural electrification initiatives are devoid of a gender and social inclusion lens.**

In recent years, the public has embraced the Government of Indonesia's initiatives to improve energy access in remote rural areas, with a particular emphasis on addressing the ratio electrification gap in the eastern region of Indonesia. These initiatives have received funding from both the national budget through the Special Allocated Fund (*Dana Alokasi Khusus* or DAK) and the Regional Revenue and Expenditure Budget (*Anggaran Pendapatan dan Belanja Daerah* or APBD). These interventions are beneficial to communities, particularly in terms of reducing the time spent by women on energy-related tasks and enhancing household well-being. Nevertheless, these interventions often lack gender and social inclusion-specific measures to ensure community participation in the planning and project execution. Alongside technical limitations, **inadequate stakeholder engagement and insufficient focus on strengthening local empowerment contribute to less effective solutions, underutilization of electricity power, missed opportunities for economic development, and a risk to the operation's sustainability.** Rural electrification should be integrated into broader rural development strategies to maximize its impact and ensure long-term benefits.

**5. A lack of enthusiasm for the GESI strategy, practical guidelines, and incentives is evident.**

Despite advancements in energy access and existing policies promoting gender mainstreaming, there remains a substantial gap in gender and social inclusion. Many energy initiatives continue to disregard intersectionality and unable to utilize structured approaches, such as gender and social inclusion assessments, action plans, and tools like self-assessment and monitoring scorecards. Additionally, there is a lack of comprehensive strategy to ensure the equitable participation and profit sharing of women and other vulnerable groups in energy projects due to the absence of clear procedures and targets. Without clear procedures and targets, efforts to address gender and social disparities are less effective.



*Although national laws offer a comprehensive framework, they frequently lack detailed technical regulations that serve as practical implementation guidelines."*

**Mike Verawati, Indonesian Women's Coalition (Koalisi Perempuan Indonesia or KPI), stated that this discrepancy can impede the effective integration of GESI considerations into energy practices.**

**6. The JETP does not include any provisions for rural electrification investment and subsidy which is essential for a just and equitable transition.**

Rural electrification ensures that energy benefits reach underserved areas, but at present, the JETP pipeline does not include new investment in this area, nor does it address rural electrification pricing or subsidies for the last-mile community. While JETP may not be a detailed electricity planning document, incorporating rural electrification into its framework could complement existing plans such as RUED (*Rencana Umum Energi Daerah*), RUKN (*Rencana Umum Ketenagalistrikan Nasional*), and RUPTL (*Rencana Usaha Penyediaan Tenaga Listrik*) creating a more unified energy strategy. Currently, 185.662 households (MEMR, 2023) are without access to energy. To achieve universal access and affordable tariff for low-



income households, government subsidies are necessary. While MEMR Regulation 38/2016 offers a subsidy mechanism for rural electrification, it is limited to PLN and excludes private or community-based energy providers. Enhancing this regulation in conjunction with relevant Ministry of Finance legislation may resolve this gap (Mentari, 2021). **Without effective subsidy channels for vulnerable communities, achieving universal access as also a key aspect of a just energy transition, will remain challenging.**

#### **7. Informal groups are unable to access safety nets.**

The JETP framework and public debates widely acknowledge the necessity of upskilling and reskilling the coal-based labor force. Nevertheless, it continues to overlook significant risks to informal groups (informal workers or labor in the value chain of coal mining or coal-fired power plant) that are reliant on the coal power industry but do not have direct employment in formal sector positions. Services to coal-dependent areas, small-scale trading, and transportation are examples. Policy discussions frequently overlook these groups, despite their interconnection with the local coal economy. For these groups, the reduction of coal power plant operations will result in a sudden loss of income. **Informal workers are not eligible for formal unemployment benefits, retraining programs, or social security, such as the National Social Security Program (*Badan Penyelenggara Jaminan Sosial* or BPJS). This omission results in economic hardship, which further exacerbates poverty.**

## RECOMMENDATIONS

Based on the findings and gaps analysis, several key recommendations for decision makers to consider in the short to medium terms are as follows:

#### **1. The integration of gender and social inclusion into Indonesia's development planning and electricity sector policies.**

To facilitate its integration, technical regulations must be established by providing operational guidelines and instructions to assist sub-national governments in addressing gender and social inclusion concerns in the energy sector. This will ensure that the regulations are consistent with Indonesia's Energy Law No. 30 of 2007 and Electricity Law No. 30 of 2009 including Presidential Instruction No. 9/2000. The background study for the Future NEP and Long Term National Plan (RPJMN) should incorporate a gender gap analysis and needs assessment. This would imply that gender-related indicators would not only count participants but also evaluate and cultivate meaningful, high-quality inputs from all parties involved.

#### **2. Improve inter-ministerial coordination and the national and sub-national levels coordination.**

It is imperative to establish a unified approach to the challenges of inclusive low-carbon development. Enhancing the capacity of ministries responsible for energy transition-related responsibilities to mainstream gender and social inclusion can achieve this. Ensure that agencies involved in the National Energy Transition Taskforce (*Satuan Tugas Transisi Energi Nasional* or SATGAS TEN) actively monitor, report its progress and understand the principles of justice and equity by private developers.

#### **3. Implement targeted strategies that actively engage women and marginalized groups in rural electrification's planning and decision-making processes.**

Establishing inclusive community consultations, incorporating gender-sensitive planning tools, and offering capacity-building programs can accomplish this by enabling these groups to participate meaningfully. Furthermore, it is imperative to ensure that rural electrification is consistent with the broader policies of social inclusion and gender, as well as to provide



incentives for successful integration to maximize local economic development and support its long-term operation.

**4. Revise the existing Law No. 25/2004 on the National Development Planning, Law on Energy No. 30/ 2007 and Law on Electricity No. 30/2009 to include specific indicators of gender equity and inclusivity, and establish a specialized coordinating body to supervise the implementation and evaluation of these indicators.**

This also entails promoting gender impact assessments, data disaggregation, and ensuring equal representation in decision-making institutions, which may include the implementation of gender quotas for leadership positions. Ensure a fair distribution of benefits by integrating them into the monitoring framework. Offer incentives to energy players who successfully integrate GESI principles into their projects. For instance, energy developers who achieve or surpass targets for recruitment of women and training of marginalized groups may receive a performance-based grant, subsidies, or tax relief.

**5. Integrate rural electrification into the JETP's subsequent Comprehensive Investment and Policy Plan (CIPP).**

Integrating rural electrification into JETP's strategy is crucial for achieving its mandate of a just and equitable energy transition. Fossil-fuel-based mini-grids are no longer an option for bridging the universal access gap, making this alignment crucial for meeting Net Zero Emissions targets. By collaborating with public and private financing institutions to develop the necessary blended financing schemes, JETP can address this gap and promote equitable local and regional economic development. Leveraging the inter-ministerial structure of the National Energy Transition Taskforce (SATGAS TEN), JETP has the ability to promote cross-sector collaboration and inclusive approaches to deconstruct siloed energy development planning.

**6. Improve tariff structure and enhance the rural electrification subsidy option.**

Refine MEMR Regulation 38/2016 to include options for rural electrification subsidies for non-PLN power company. This will guarantee the provision of subsidies at a consistent, cost-effective rate, while still focusing on the intended vulnerable communities in underserved area. Create a subsidy mechanism that meets the needs of last-mile communities, specifically targeting marginalized and impoverished rural populations. This may encompass incentives for private and community-based energy providers or direct financial assistance to households. Facilitate collaborations between technical providers and Regional State-Owned Enterprises (*Badan Usaha Milik Daerah* or BUMD) or Village-Owned Enterprises (*Badan Usaha Milik Desa* or BUMDesa) to bring dependable electrification to rural areas not prioritized by PLN. These alliances have the potential to provide clean energy services that extend beyond basic pre-electrification activities, such as lighting, while also facilitating the routing of subsidized energy use to vulnerable rural communities. The lack of implementation in most rural electrification programs prevents them from promoting productive use.

**7. Establish a social safety net program for informal groups in regions that are coal-dependent.**

Coal phase-out can lead to significant economic disruptions for those reliant on the coal industry. To mitigate these impacts, a social safety net program is essential for providing financial support and resources to affected individuals, maintaining their economic stability during the transition period. Integrating the Ministry of Social Affairs into the concept planning for developing these safety nets is key, especially by incorporating existing programs like the Family Hope Program (Program Keluarga Harapan or PKH). Additionally, collaborating with insurance companies to develop new products suitable for the coal phase-out will enhance the program's effectiveness. Providing a safety net for informal groups can help maintain social cohesion and mitigate resistance to the coal phase-out.

## Case Studies

- **Nepal.** Nepal's renewable energy subsidy policy has integrated gender perspectives into energy projects by increasing subsidies involving or directly benefiting women. The Alternative Energy Promotion Centre (AEPCC) created the plan to guarantee that energy projects meet the needs of women, resulting in more female participation and improved energy access for underserved communities. The program, which was launched in 2013, eliminates income-related barriers, allowing low-income and remote households to access clean energy solutions. It covers around 40% of project costs through subsidies, 40% through soft loans, and 20% through community contributions. The GESI approach includes extra subsidies for most vulnerable populations of NPR 2,500 (approximately IDR 300,000) for household wiring and NPR 10,000 (approximately IDR 1.2 million) to assist women in starting small companies. (ENERGIA-ADB, 2015). Similar approach will be relevant to be integrated in Indonesia's future rural electrification program.
- **Sierra Leone.** Gender-sensitive compensation at Sierra Leone's Bumbuna Hydroelectric Power Project resulted in an involuntary relocation operational strategy, which resulted in the development of gender-targeted compensation systems. First, it offered funds and support directly to women, eliminating the need for men to step in. Second, it required women to form savings organizations in order to gain access to a revolving loan and skills training. Finally, it established joint ownership to property, residences, and assets in the names of both husband and wife, allowing women greater access to credit. Women made over 50% of village resettlement committees, increasing their social and economic empowerment and welfare. (UN Women, 2022). This practice can inspire energy developers in Indonesia to consider during the planning stages of projects, helping to mitigate similar risks in the future.
- **Indonesia.** In the rural community of Mata Redi and Mata Woga villages on Sumba Island, a Village Enterprise manages a 95 kW solar PV micro-grid to boost community and women-led local businesses. The Gender Action Learning System (GALS) approach has facilitated the involvement of women and young people in the design and planning stages. Young girls have competed with their male peers for positions in local operators' training programs. The initiative works closely with local government agencies, including the Village Development Agency and the Women Empowerment Agency, to provide coaching and mentorship. Two off-taker companies assist with business transactions related to the productive use of energy such as dry ginger, candlenut, candlenut oil and citronella oil, ensuring a steady income flow that helps the community to cover electricity costs and maintain the solar PV system. Moreover, GALS helps women champions in Mata Redi to pursue their advocacy agenda through village programs (Mentari, 2024). This model of integrating inclusive productive uses of energy offers a replicable approach for rural electrification programs with public and private collaboration.

## CONCLUSION

Through the energy transition initiative, Indonesia has a significant opportunity to advance its social inclusion, intersectionality, and gender policies. However, current policies and initiatives often fail to fully integrate these critical dimensions. Despite the progress made in energy access and transition programs, there is still a substantial gap in the provision of services to women and vulnerable groups, which leads to underutilization of resources and the loss of economic opportunities. In order to guarantee a fair and inclusive energy transition, it is imperative to establish a clear gender and inclusion strategy, operational guidelines, and incentives that include targets and incentives. Indonesia can achieve its sustainability objectives and facilitate the active participation and benefit of all communities in the country's energy transformation by prioritizing gender and social inclusion in energy planning, implementation, and monitoring.

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