

Policy note on women's financial inclusion in Indonesia



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Acknowledgments

This policy note was prepared to support the Indonesian delegation at the G20 Summit in South Africa to support women's financial inclusion. The note was commissioned by the Ministry of Women's Empowerment and Child Protection of Indonesia and developed by MSC (MicroSave Consulting). The note highlights key issues in women's financial inclusion in Indonesia, and explores opportunities for partnership, knowledge exchange, and collaboration with G20 member countries on innovative and inclusive financial solutions.

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The team gratefully acknowledges the support, insights, and thorough reviews provided by Nadia Karina from J-PAL Southeast Asia, Vitasari Anggraeni from Women's World Banking, and Nancy Wijaya from UNSGSA (UN Secretary-General's Special Advocate for Financial Health). Their contributions significantly enriched the quality and relevance of this policy note.

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Summary

- ✚ Gender disparities in Indonesia persist due to deeper structural and sociocultural barriers despite progress in financial inclusion. Women, especially those in rural areas, low-income households with limited education, or caregivers, continue to face additional challenges. These inequalities go beyond physical access to financial services and reflect systemic issues that require targeted, gender-intentional policy interventions.
- ✚ The 2024 G20 Summit in Brazil placed financial health and well-being at the center of global financial inclusion efforts and set a new benchmark for policy direction. In line with this, Indonesian policymakers and regulators are urged to adopt a more consumer-centric approach. A consumer-centric approach will focus on the impact of financial products and ensure that financial systems are inclusive, equitable, and responsive to the needs of women.
- ✚ This policy note presents strategic recommendations to advance women's financial inclusion in Indonesia and improve their financial health and well-being. The note outlines Indonesia's progress, identifies persistent inclusion gaps, and highlights avenues for international collaboration, especially within the G20 platform.
- ✚ The note seeks to strengthen Indonesia's role in shaping the global inclusive finance agenda. The recommendations are framed around four interconnected pillars:
 1. To expand access to suitable financial products and services;
 2. To build financial literacy and capability to drive sustained behavioral change and financial health;
 3. To use digital public infrastructure (DPI) for inclusive and interoperable digital and FinTech ecosystems;
 4. To strengthen gender-responsive policy, regulation, and institutional capacity through public-private collaboration.
- ✚ Many Indonesian women remain excluded from the benefits of financial solutions even though the country has made gains in financial inclusion. This exclusion happens because financial solutions are not gender-intentional or responsive to women's lived realities. Women in informal employment, rural areas, and marginalized groups continue to face systemic barriers, with products and services that fail to support long-term financial health.
- ✚ Financial solutions must be codesigned with women to close this gap, which would ensure they are relevant and accessible. These solutions include:
 1. Collaboration with female partners to develop and scale tailored financial products;
 2. Expansion of inclusive outreach to underserved groups, which includes rural women and those with disabilities.
- ✚ Financial education in Indonesia must be redesigned to reflect women's diverse realities and life stages. The present top-down, standardized programs often overlook the emotional and behavioral factors that influence women's financial decisions and limit their effectiveness.

🔗 To improve impact, financial literacy initiatives can:

1. Integrate gender-sensitive content tailored to women's financial lifecycles across schools, community institutions, and digital platforms;
2. Prioritize and measure women's financial health outcomes as a core policy goal.

🔗 Indonesia must use gender-responsive digital public infrastructure (DPI) and digital financial services (DFS) to accelerate women's financial inclusion. DFS can potentially expand access and usage among women, especially in informal and underserved settings, which remains low due to contextual barriers. Evidence from Uganda and the Philippines shows that outcomes on the usage of digital financial products vary based on local norms. Indonesia should: 1) Use DPI to expand safe and relevant digital financial access for women; and 2) Promote interoperable and gender-intentional design across digital payment ecosystems.

🔗 Despite improvements in access, Indonesia lacks insight into women's real-world financial behaviors, which limits policy effectiveness. While more women now own accounts or take loans, little is known about how they manage financial stress or interact with services. Indonesia must take the following steps to strengthen impact:

1. Enforce gender-responsive policies with mandatory sex-disaggregated data;
2. Build institutional capacity through gender-intelligent practices;
3. Advance women's financial health and consumer protection.



1. Background

According to the Global Findex Data in 2024, 79% of adults had an account at a bank or regulated institution, such as a credit union, microfinance institution, or mobile money service provider. Over the past decade, account ownership has increased by 50%, with notable gains observed across many developing economies. Financial services for typically underserved groups have improved despite continued gaps. This group includes women, poor people, and those with less education. The Global Findex recorded that the gender gap in account ownership across low- and moderate-income economies has fallen to five percentage point(s) from nine percentage point(s), where it had stagnated for many years.¹ The inception of mobile money enabled more equal access to accounts. Another factor that ensured equality was improved workforce participation in correlation with financial account ownership.

Adults who are active in the labor force, whether employed or seeking work, are significantly more likely to own a financial account than those outside the labor force. In regions like Indonesia, female labor force participation has stopped between 50% to 56% in the past two decades, compared to 82% for men.² These numbers represent a missed opportunity. An increase in women's workforce participation is a powerful way to expand their access to formal financial products and services and their use.

Financial inclusion serves as a pathway to broader economic empowerment for women. When women gain greater access to financial services and can use them, they become more visible participants in the formal economy. This contributes to national economic growth. Financial inclusion is a strategic tool to achieve women's economic empowerment and strengthen overall economic development.

Indonesia's financial inclusion rate shows a positive increase, but literacy remains low

While Indonesia has stagnated financial inclusion, gender disparities persist. This is particularly true for women with intersectional barriers, such as those who live in rural areas, women with disabilities, and those in the informal sector. As per the National Survey of Financial Literacy and Inclusion (SNLIK) 2025, the overall inclusion gap between men and women appears minimal. 80% of women and men report access to formal financial services³.

However, this surface-level parity conceals deeper structural inequalities. Women's access is often limited to basic financial products, such as savings accounts. These accounts show significantly lower uptake of credit, insurance, and investment products that are more directly linked to economic productivity and security.⁴

Geographic inequality further increases the gender gap. A notable disparity exists between rural and urban women, with an approximate 11% difference in inclusion rates. These statistics reveal unequal

¹ Klapper, L. et al. (2025), The Global Findex Database 2025: Connectivity and Financial Inclusion in the Digital Economy, The World Bank, Washington, DC, <https://www.worldbank.org/en/publication/globalfindex> (accessed on 17 July 2025).

² Badan Pusat Statistik (BPS), 2023. *Tingkat Partisipasi Angkatan Kerja Menurut Jenis Kelamin 2022-2023*. [online] Available at: <https://www.kompas.id/baca/english/2024/03/28/en-masih-ada-kesenjangan-tingkat-partisipasi-angkatan-kerja-perempuan-dengan-laki-laki> [Accessed 1 Jul. 2025].

³ OJK (2025). *Survey Nasional Literasi dan Inklusi Keuangan (SNLIK) 2025*. Jakarta: Otoritas Jasa Keuangan.

⁴ World Bank (2022). The Global Findex Database 2021: Financial Inclusion, Digital Payments, and Resilience in the Age of COVID-19. Washington, DC: World Bank Group.

service distribution and digital connectivity. Access indicators for financial inclusion are improving, but they do not correspond to improved financial literacy. The financial literacy rate for women at 65% remains slightly below that of men at 67%. The numbers are significantly lower among subgroups, such as informal workers and homemakers, where literacy falls between 49% and 63%⁵.

These technical gaps are deeply rooted in structural and sociocultural constraints. Limited education levels, prevailing gender norms, and the gender division of labor often restrict women's involvement in household or business financial decisions⁶. A lack of tailored products and exclusion from the formal labor market also reduce women's financial agencies and limit their opportunities to build credit histories or invest in long-term financial tools.

Financial health: Beyond access and use of financial products and services

At the 2024 G20 Summit in Brazil, financial health and well-being were formally introduced as central policy priorities within the broader agendas of financial inclusion, financial literacy, and consumer protection. This marked a strategic shift from access-focused metrics towards outcome-driven goals that reflect consumers' ability to manage financial stress, build resilience, and achieve long-term stability.

The UN Secretary-General's Special Advocate for Financial Health (UNSGSA) has championed this paradigm. The UNSGSA has mobilized policymakers, private sector leaders, and development actors to center financial well-being as a core objective in inclusive finance policies and measurement frameworks⁷.

Financial health or well-being is how a person or family can smoothly manage their financial obligations and have confidence in their financial future. This includes the ability to:

1. Fulfil day-to-day financial obligations and consumption needs;
2. Absorb and recover from the financial shocks resiliently;
3. Build wealth to reach future goals;
4. Build confidence in control of finances.⁸

Indonesia must embed financial health and well-being as key policies in its strategies for the financial sector. Financial policymakers and regulators must advocate consumer well-being and assess the real-life impact of financial products and services. They must steer the financial system toward a more consumer-centric, inclusive approach.

This policy note provides a set of targeted recommendations that go beyond the metrics of access and usage. It advocates for a transition toward an outcome-based framework. These frameworks will accelerate women's financial inclusion and ensure that financial participation translates into greater resilience, confidence, and long-term financial security.

⁵ OJK (2025). *Survey Nasional Literasi dan Inklusi Keuangan (SNLIK) 2025*. Jakarta: Otoritas Jasa Keuangan.

⁶ UN Women (2023). *Gender Equality in Financial Inclusion: Progress and Challenges*. New York: UN Women.

⁷ OECD (2024) G20 Policy Note on Financial Well-being. OECD Publishing, Paris. Available at: https://www.oecd.org/content/dam/oecd/en/publications/reports/2024/11/g20-policy-note-on-financial-well-being_5eade0bc/7332c99d-en.pdf [Accessed 2 July 2025]

⁸ UNSGSA & Centre for Financial Inclusion (2022). *Financial Health: An Introduction for Financial Sector Policymakers*. United Nations Secretary-General's Special Advocate for Inclusive Finance for Development.

2. Objective

This policy note examines the new challenges and opportunities related to women's financial inclusion in Indonesia. It highlights the country's progress, persistent gaps, and potential areas for international collaboration within the G20 framework. This document positions Indonesia as a key contributor to the global dialogue on inclusive finance through national insights and comparative learning opportunities.

This note is structured around four interrelated thematic pillars that improve women's financial inclusion:

1. Access to suitable financial products and services;
2. Financial literacy and capability that support behavioral change that improves long-term financial health;
3. Advancement of digital and FinTech inclusion through digital public infrastructure (DPI), nurture inclusive and interoperable financial systems;
4. Gender-intentional policy, regulation, and institutional strengthening through public-private partnerships.

The document encourages cross-country collaboration and policy innovation through this lens. These innovations enable Indonesia and other G20 member states to accelerate inclusive and gender-responsive financial ecosystems.



3. Strategic issues and recommendations

Issue 1. Access to suitable financial products and services

Indonesian women, particularly those in informal sectors, rural areas, and marginalized groups, continue to lack access to appropriate financial products. Only 17% of women-owned micro, small, and medium enterprises (MSMEs) receive credit⁹ from formal financial institutions, while informal workers and women with disabilities face even greater exclusion.

Financial products often lack the flexibility, accessibility, and gender-intentionality to meet women lived realities, such as irregular income flows and time poverty due to unpaid care work.¹⁰ The Care at Work report by the ILO in 2022 revealed that approximately 4% of women in Indonesia exit the workforce due to marriage or childcare responsibilities. This shift into unpaid roles significantly contributes to time poverty among women and limits their ability to engage in paid employment or economic activities.¹¹

Financial products and services are not designed with gender in mind. For example, collateral-heavy lending models and rigid repayment structures discourage uptake among women who own micro and small businesses. These structures also discourage those who work in the informal sectors, which comprise the maximum number of women employed in Indonesia.¹²

Furthermore, financial products and services often fail to reflect women's diverse needs across different life stages. Adult women who want to start or grow a business often have access to certain credit products. In contrast, many young women aged 15 to 24 cannot seek financial independence. This demographic is still in school and faces barriers, such as a lack of legal identification.¹³ Similarly, pregnant women or those temporarily out of the workforce face gaps in access to tailored financial solutions, such as health insurance or maternity allowances. The limited availability of lifecycle-appropriate products highlights the broader absence of gender-intentional design across the financial ecosystem.

Moreover, integrated approaches are absent in financial products and services. Products and services are often offered in isolation without complementary support that fully benefits women. Providers rarely bundle business credit with credit-readiness information, business development services, or mentorship and networking opportunities. There is a lack of social protection or care-related support. These supports are critical for sustained financial use, higher uptake, and stronger economic participation. As a result, even when women gain access to accounts or loans, their financial health often remains low.

⁹ SME Finance Forum (2023) MSME Finance Gap Database. International Finance Corporation. Available at: <https://www.smefinanceforum.org/data-sites/msme-finance-gap> (Accessed: 8 July 2025).

¹⁰ World Bank (2021). Women, Business and the Law, 2021.

¹¹ International Labour Organization (ILO), 2022. Care at Work: Investing in care leave and services for a more gender equal world of work. Geneva: International Labour Office. Available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms_838653.pdf [Accessed 16 July 2025].

¹² BPS (2024). *Proporsi Lapangan Kerja Informal Menurut Jenis Kelamin*.

¹³ CGAP (2023). What Does Financial Inclusion Mean for Young Women's Well-Being? Available at: <https://www.cgap.org/blog/what-does-financial-inclusion-mean-for-young-womens-well-being> (Accessed: 17 July 2025).

Recommendation:

1. Collaborative design and scaling of gender-intentional financial products: Partner with women and not just target them

To design financial products with women and not just for women requires balanced, inclusive representation throughout the design process. While the idea of gender-intentional design has existed for years, financial service providers only recently began to evaluate their products through a gender lens. Policymakers, regulators, and financial service providers now actively involve women as partners throughout the entire design process. This helps them improve access and enhance usage for all users.

A strategic partnership with G20 members who have shown progress in gender-responsive finance is crucial. [Brazil's Crediamigo Delas](#), a gender-specific microfinance initiative under Banco do Nordeste, is such an example. This program offers collateral-free microloans for women entrepreneurs. It also has advisory services and a group-based lending model that is well aligned with [Indonesia's PNM Mekaar](#) program.

The PNM *Mekaar* program already supports millions of women in informal and microenterprise sectors. Technical assistance and gender-impact monitoring could help scale this approach and make it easier for Indonesian women to access financing. This would ensure the program reaches more people and remains sustainable.

Similarly, India's [Stand-Up India](#) Scheme provides a proven model to encourage women in STEM and entrepreneurship. The initiative targets credit allocation, which reserves loans specifically for women-led startups and technology ventures. Indonesia could integrate similar earmarked financing into its [UMi Loan](#) (UltraMicro) and [KUR](#) (Kredit Usaha Rakyat) program. The interventions and program to increase access to financial services and products can be coupled with essential financial and digital literacy training to maximize the impact of funding for women entrepreneurs in high-growth sectors.

Targeted interventions, such as the use of alternative credit scoring methods, have effectively expanded financial access for women. These interventions benefit women entrepreneurs who are often excluded from the formal financial system due to a lack of collateral or credit history. These exclusions are frequently the result of limited formal financial participation and structural gender barriers.

In Ethiopia¹⁴, for example, non-collateral loans provided to women through psychometric credit scoring significantly improved their access to credit. Similarly, in Mexico¹⁵, the data from food delivery companies was used to partner with RappiCard a fintech initiative and develop machine learning algorithms. These algorithms successfully generated credit histories for women without prior banking records.

¹⁴ Alibhai, S., Cassidy, R., Goldstein, M. and Papineni, S. (2022). Evening the Credit Score? Impact of Psychometric Loan Appraisal for Women Entrepreneurs. World Bank Policy Research Working Paper No. 10218. Washington, DC: World Bank. Available at: <https://documents1.worldbank.org/curated/en/099441511142232337/pdf/IDU0dd894b3d009330483f08eea036058c589c97.pdf> [Accessed 16 July 2025].

¹⁵ Chioda, L., Gertler, P., Higgins, S., & Medina, P. (2025). *FinTech Lending to Borrowers with No Credit History*. NBER Working Paper No. 33208. (Study of RappiCard Mexico's alternative credit scoring) [Accessed 16 July 2025].

In Indonesia, the Financial Services Authority (OJK) recently issued POJK No. 29/2024¹⁶ on innovative credit scoring (ICS). The POJK order allows financial institutions to assess creditworthiness through alternative data sources, such as telecommunications, utility payments, and e-commerce transactions. Indonesia can integrate these international and domestic innovations to increase women's participation in the formal financial system and improve their access to productive financing.

2. Expand inclusive outreach to marginalized women, women in rural areas, women with disabilities, and other intersectionality

Indonesia needs to use its branchless banking agent networks to enhance financial inclusion for marginalized women. The networks must strategically recruit female agents from trusted social roles, such as midwives, teachers, and health workers, who already have a strong social influence. This approach ensures better outreach and trust-building, particularly in rural and underserved areas.

However, recruitment alone is insufficient. These agents must have gender-sensitive training and low-tech digital toolkits to facilitate seamless interoperability across different financial service providers. Indonesia must train agents to offer a wider range of services, from digital payments to microloans. This wide range will improve accessibility for women through greater competition and increased choices.

Indonesia's QRIS (Quick Response Code Indonesian Standard) is a new global model that shows how unified QR payment systems can advance financial inclusion, reduce cash dependency, and formalize informal transactions. By early 2024, more than 30.9 million merchants were using QRIS, and more than 90% of them were micro and small businesses.¹⁷ On the other hand, Mexico's *CoDi* (Cobro Digital) also offers real-time transfers with minimal KYC. However, CoDi has seen limited uptake due to low merchant engagement and user awareness.¹⁸

The Indonesian Financial Service Authority (OJK) has taken a significant step toward financial inclusion and released the SETARA (*Akses Pelayanan Keuangan Untuk Disabilitas Berdaya*)¹⁹ to boost financial inclusion for persons with disabilities (PwDs). This comprehensive framework highlights Indonesia's commitment to bridge the digital divide and create a more inclusive financial system. The next phase of the guideline will focus on specific implementation of roadmaps with clear targets and practical steps. These will enable financial service providers, regulators, and government agencies to work toward these inclusion goals together.

¹⁶ Otoritas Jasa Keuangan (OJK). (2024). *Peraturan Otoritas Jasa Keuangan Nomor 29 Tahun 2024 tentang Penyelenggaraan Inovasi Skoring Kredit dalam Layanan Keuangan Digital*. Jakarta: OJK. Available at: <https://peraturan.go.id/filespengundangan/peraturan-ojk-no-29-tahun-2024.pdf> [Accessed 16 July 2025].

¹⁷ Bank Indonesia (2024). *QRIS Perkembangan Terkini 2024*. [online] Available at: <https://www.bi.go.id>

¹⁸ Banco de México (2023). *CoDi: Estado de Avance y Retos*. [online] Available at: <https://www.banxico.org.mx>

¹⁹ OJK (Otoritas Jasa Keuangan). (2023). *Pedoman Perilaku SETARA bagi Pelaku Usaha Jasa Keuangan*. [online] Available at: <https://www.ojk.go.id/id/Publikasi/Roadmap-dan-Pedoman/Perilaku-Pelaku-Usaha-Jasa-Kepangan/Documents/Pedoma%20SETARA.pdf> [Accessed 5 Aug. 2025].

Issue 2. Financial literacy and capability promote behavioral change that supports long-term financial health

Financial literacy is foundational to ensure women's participation in the financial system and to achieve sustainable financial health²⁰. It supports the safe and responsible use of financial products and services. Financial literacy also helps individuals make informed financial choices confidently, build assets and participate in economic activities. Indonesian women in rural, low-income, and informal sectors remain persistently underserved despite increased financial education programs.

Many current programs adopt a top-down, one-size-fits-all financial literacy approach that fails to capture women's lived realities. These initiatives often overlook the emotional, cultural, and behavioral aspects of financial decision-making. This results in irrelevant content that fails to drive meaningful change²¹. A shift toward more customer-centric and gender-responsive approaches is needed.

Financial literacy and capability-building programs must be redesigned with nuance to address these gaps. Trusted, accessible channels, such as schools, women's groups, and village training centers must deliver these programs, along with access to financial services.²²

Recommendation:

1. Integrate gender-sensitive literacy content across institutions and channels that reflect women's lifecycle

Financial education must go beyond one-size-fits-all models and reflect the different stages of a woman's life cycle. School-age girls learn basic budgeting, and young women learn new financial responsibilities as they enter the workforce. Mothers manage household income, and women re-enter the job market after career breaks with specific financial needs. Each stage in a woman's life presents distinct financial challenges and opportunities. Literacy programs must reflect that nuance to be effective and empowering.

The Government must embed financial education content within national institutions and platforms that women already engage with. This includes formal school curricula, vocational training centers, and grassroots community networks, such as PKK (*Pemberdayaan dan Kesejahteraan Keluarga*), *Posyandu*, and PNM *Mekaar* groups. Women with lower literacy or limited digital skills must be able to access delivery channels. Visual narratives, voice-based tools, peer-based facilitation, and other familiar, low-barrier formats must be used in these channels. When financial literacy is relevant, relatable, and trusted, its impact on inclusion and long-term financial behavior increases significantly.

Behaviorally informed financial education significantly enhances learning impact. It works best when delivered at "teachable moments" during key decision-making processes. For instance, key processes include loan applications, business expansion, or government benefit

²⁰ OECD (2020). OECD/INFE 2020 International Survey of Adult Financial Literacy. Paris: OECD Publishing.

²¹ Bappenas (2023). Indonesia's Roadmap for Care Economy and Gender Equality. Jakarta: Ministry of National Development Planning.

²² GIZ & BMZ (2023). Feminist Development Policy and Financial Inclusion. Bonn: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ).

distribution. Digital platforms, such as e-wallets, e-commerce sites, and the government-to-person (G2P) system offer effective channels to include real-time contextual nudges and micro-learning features.²³

Australia's National Financial Capability Strategy provides a strong foundation for collaboration. It emphasizes community-based education and digital inclusion. The strategy also codesigned content with vulnerable and diverse groups²⁴. Indonesia should propose a joint initiative with Australia and other G20 members to codevelop gender-intentional financial education modules aligned with life stages. The initiative must share innovations in inclusive delivery mechanisms and promote public-private partnerships for impact. This will ensure that financial literacy is about knowledge, capability, opportunity, and empowerment.

2. Measure and encourage progress in women's financial health

Indonesia must go beyond measurable access alone and evaluate actual improvement in women's financial health and well-being. This shift drives more equitable and effective outcomes. It includes assessment of changes in women's financial behavior, such as budgeting, saving, credit management, insurance access, and investing. It also examines their agency and decision-making in households and businesses.

This outcome-based approach requires gender-sensitive indicators and powerful monitoring and evaluation (M&E) systems. Local governments, financial service providers, and community institutions must be encouraged to prioritize women's financial well-being. Performance-based grants, recognition schemes, and inclusion-linked subsidies can be used to accelerate progress.

Indonesia can draw lessons from Germany's Feminist Development Policy²⁵, which emphasizes systematic gender-disaggregated tracking across financial and development programs. Indonesia can collaborate with Germany to codevelop an M&E toolkit focused on financial health outcomes. These outcomes, such as financial resilience, stress levels, and confidence, would enrich Indonesia's national financial inclusion strategy. Local programs, such as *Desa Inklusi Keuangan*²⁶ and *Tim Percepatan Akses Keuangan Daerah (TPAKD)*²⁷ could include these indicators to improve their impact.

²³ AFI (Alliance for Financial Inclusion). (2019). Leveraging digital financial services to promote women's financial inclusion. [PDF] Available at: https://www.afi-global.org/wp-content/uploads/publications/2019-11/AFI_DFS_Women%20FI_AW_25.09.19_digital.pdf [Accessed 21 Jul. 2025].

²⁴ Australian Government (2022). National Financial Capability Strategy. [online] Available at: <https://moneysmart.gov.au>

²⁵ BMZ (2023). Feminist Development Policy: Strategy and Implementation. Federal Ministry for Economic Cooperation and Development, Germany.

²⁶ DNKI (2023). *Desa Inklusi Keuangan: Mendorong Akses Keuangan di Wilayah Terluar dan Terpencil*. Dewan Nasional Keuangan Inklusif.

²⁷ OJK (2024). *Laporan Kinerja TPAKD 2023*. Otoritas Jasa Keuangan.

Issue 3. Scaling women's financial agency through strategic digital infrastructure investments

Indonesian women face significant barriers to digital financial participation. Women in rural areas, informal sectors, low-income communities, and older women are particularly disadvantaged. Limited access to smartphones, digital literacy gaps, and a lack of formal digital identification restrict women's ability to engage with the digital financial ecosystem.

Digital financial services (DFS) promise benefits, such as easier, more secure, and cost-effective access to financial services. They can enhance women's privacy, financial control and strengthen their economic agency. However, their implementation and impact on women's lives is heavily localized.

In Uganda²⁸, digitized microfinance loan payments increased female borrowers' business profits by 15%. It allowed women to manage finances independently from their spouses. Conversely, in the Philippines²⁹, digital disbursement weakened social cohesion within lending groups. Digital interactions reduced face-to-face interactions that traditionally strengthened member bonds. These examples prove that social context and norms are crucial in products for women.

The latest Global Findex data in 2024 indicates that digital payment usage in Indonesia remains relatively low. Only 34% of women and 42% of men reported using digital channels, such as mobile money, debit or credit cards, or mobile phones for payments.³⁰ Trust is a significant issue even among women who have access to DFS. A 2021 survey of 300 women microentrepreneurs in Jakarta found that more than 60% viewed digital transactions as riskier than cash. This underscored persistent concerns about the security and reliability of digital financial tools.³¹

All women, particularly those in underserved and informal settings, need safe and effective access to digital financial services to address these challenges. A strong and inclusive digital public infrastructure (DPI) must form the foundation for this purpose. Indonesia's existing DPI systems, such as BI-FAST (Bank Indonesia Fast Payment), QRIS (Quick Response Code Indonesian Standard), and electronic ID (KTP-el), provide the infrastructure needed to create more accessible, interoperable, and secure financial ecosystems for women.

²⁸ Riley, E. (2020). Resisting social pressure in the household using mobile money: Experimental evidence on microenterprise investment in Uganda. *American Economic Journal: Applied Economics*, 12(1), pp. 1-32. doi:10.1257/app.20180163.

²⁹ Harigaya, T. (2016). *Effects of Digitization on Financial Behaviors: Experimental Evidence from the Philippines*. Becker Friedman Institute for Research in Economics Working Paper No. 2016-13. University of Chicago. Available at: <https://bfi.uchicago.edu/working-paper/effects-of-digitization-on-financial-behaviors-experimental-evidence-from-the-philippines/> (Accessed: 19 August 2025).

³⁰ World Bank. (2024). Indonesia: Digital Finance Country Profile. Washington, DC: World Bank Group. Available at: <https://digitalfinance.worldbank.org/country/indonesia> [Accessed 16 July 2025].

³¹ J-PAL IFII exploratory phone survey, 2021

Recommendation:

1. Use gender-responsive DPI to accelerate women's financial inclusion

DPI refers to a foundational set of interoperable digital systems, such as digital identity, payment platforms, and data-sharing frameworks. This enables governments and the private sector to deliver services efficiently, securely, and on a scale.³²

In Indonesia, DPI uses its digital identity system to advance financial inclusion. This infrastructure enables both public and private actors, which include financial service providers, to deliver multiple services. These services include account opening, e-KYC verification, and targeted benefit delivery with greater speed and lower costs.³³ It lowers barriers, reduces costs, and increases trust, which are critical for women, especially those in informal, rural, and marginalized communities.

Evidence from global practices shows that gender-intentional DPI can serve as a gateway for women to gain formal identity, own financial accounts, receive government-to-person transfers, and build transaction histories to unlock access to credit and insurance.³⁴³⁵

The implementation of DPI must vitally include sex-disaggregated data to maximize financial inclusion outcomes for all. This approach enhances data coverage and granularity to enable deeper insights into how financial products are used across gender lines. Such data integration supports coordination among stakeholders and empowers regulators, policymakers, and financial service providers (FSPs) to design targeted interventions that drive meaningful product usage beyond mere access.

India's experience with *Aadhaar* proves that women's access to digital IDs and mobile money accounts has increased their participation in the formal economy. Gender-responsive DPI designs can transform economic inclusion outcomes. Finally, DPI enhances digital safety and trust. Publicly governed digital infrastructure can embed consumer protection, consent management, and fraud prevention by design. These safeguards are crucial as women face a disproportionate risk of harassment, identity theft, and financial abuse online.³⁶³⁷

2. Promote interoperability and a gender-responsive digital payment ecosystem

QRIS (Quick Response Code Indonesian Standard) is a prime example of how Indonesia can simplify the digital payment ecosystem through a low-barrier entry-point model. QRIS has reached approximately 50.5 million people and been adopted by 32.7 million merchants across Indonesia.³⁸ QRIS is also compatible in neighboring countries, such as Thailand,

³² World Bank. (2022). Public Infrastructure for Private Sector Development: Digital ID and e-KYC. [online] Available at: <https://www.worldbank.org>

³³ Gelb, A. and Metz, A. (2018). Identification Revolution: Can Digital ID Be Harnessed for Development? Brookings Institution Press.

³⁴ IFC. (2023). Bridging the Gender Gap in Access to Finance Through Data. International Finance Corporation.

³⁵ GSMA. (2021). The Mobile Gender Gap Report 2021. [online] Available at: <https://www.gsma.com>

³⁶ OECD. (2022). Enhancing Women's Digital and Financial Security. [online] Available at: <https://www.oecd.org>

³⁷ AFI (Alliance for Financial Inclusion). (2021). Gender Inclusive Finance: Policy Framework and Regulatory Guidelines. [online] Available at: <https://www.afi-global.org>

³⁸ Kompas (2023) EN: QRIS, More Than Just a Digital Transaction Solution. Kompas.id. Available at: <https://www.kompas.id/artikel/en-qris-lebih-dari-solusi-transaksi-digital> (Accessed: 8 July 2025).

Singapore, and Malaysia, to facilitate cross-border transactions. QRIS plans to expand to Japan, China, South Korea, and India.³⁹

While QRIS has improved interoperability across payment platforms and countries, many women still lack awareness, trust, and digital literacy to fully benefit from it. This is true especially in rural areas where women are unfamiliar with digital payment transactions.

Furthermore, digital payment adoption alone is insufficient unless paired with consumer protection frameworks, tailored onboarding support, and behaviorally informed financial literacy tools that reflect women's lived realities.⁴⁰ A gender-responsive approach to QRIS expansion would include actions, such as a user-friendly onboarding process for low-literacy users. It would also involve increased protections against digital fraud and coercive debt practices that affect women disproportionately.

Indonesia can exchange information with China to amplify QRIS's access and usability. China pioneered digital payments, such as WeChat and Alipay, with approximately 1 billion active users. This has enriched the Chinese digital payment ecosystem, with high adoption across urban and rural populations.⁴¹ China's Rural Revitalization Strategy focuses on mobile payment adoption in villages and agricultural markets and has partnered with e-commerce platforms, such as Taobao. Indonesia can adopt this strategy to promote digital inclusion among rural women and farmers. This is how workers and farmers can expand their market reach and financial independence.

Issue 4. Gender-intentional policy, regulation, and institutional strengthening through public and private partnership

Indonesia has made notable progress in women's financial inclusion through targeted policy and regulatory frameworks. The *Strategi Nasional Keuangan Inklusif - Perempuan* (SNKI-P) and the *Koalisi Inklusi Keuangan Digital Perempuan* (IKDP) provide a roadmap that emphasize seven strategic areas. These include actions, such as how to promote digital financial services and collect gender-disaggregated data to inform policy and programs.^{42,43} These instrumental frameworks have guided national efforts toward gender-responsive financial systems.

A critical gap exists in knowledge of women's everyday financial behavior, although access indicators, such as account ownership and loan use, show improvement. Little insight is available into how women manage money, make trade-offs under financial stress, or use financial products in practice. Financial inclusion efforts may not align with women's lived realities without a behavioral lens in policy and product development. As a result, these efforts fail to improve financial health and resilience.

³⁹ Tempo.co (2024) List of Countries That Can Use QRIS: Japan and China Starting August 17, 2025. Tempo English. Available at: <https://en.tempo.co/read/2011381/list-of-countries-that-can-use-qr-is-japan-and-china-starting-august-17-2025> (Accessed: 8 July 2025).

⁴⁰ UNSGSA (2022). Financial Health: An Introduction for Financial Sector Policymakers. United Nations Secretary-General's Special Advocate for Inclusive Finance. Available at: <https://www.unsgsa.org/publications> (Accessed: 8 July 2025).

⁴¹ CGAP (2022). Digital Finance in China: Market Insights.

⁴² DNKI. (2022). *Strategi Nasional Keuangan Inklusif - Pemberdayaan Perempuan* (SNKI-P). Dewan Nasional Keuangan Inklusif

⁴³ OJK. (2023). *Statistik Inklusi Keuangan dan Perlindungan Konsumen*. Otoritas Jasa Keuangan.

The government has implemented gender-intentional initiatives to strengthen women's access to economic opportunities. For instance, it has formally recognized women-owned micro, small, and medium enterprises (MSMEs), which has enabled more precise and targeted support. Programs, such as PNM *Mekaar* and ultra-micro financing (UMi), have expanded access to business credit for women entrepreneurs, particularly in underserved areas.⁴⁴

In addition, the digitization of government-to-person (G2P) cash transfers that target women as primary recipients has increased their access and use of formal financial accounts. This contributes to improved financial inclusion and household financial management.⁴⁵

These integrated efforts seek to connect women to financial services and promote usage for entrepreneurial and welfare-enhancing purposes. These efforts establish the groundwork for broader economic empowerment. However, sustained progress will require stronger enforcement of gender-disaggregated reporting, enhanced digital literacy initiatives, and expanded inclusive financial infrastructure.

Recommendation:

1. Enforce gender-responsive financial policies and data accountability, especially for regulators and financial institutions

Gender-disaggregated data is widely encouraged and advocated, but not yet comprehensively applied and analyzed, especially by financial institutions. A critical step is to require all financial institutions to report gender-disaggregated data on account ownership, credit allocation, and usage patterns. This data should be linked to national performance indicators that monitor the proportion of loans lent to women-led MSMEs.

Stakeholders such as the Financial Service Authorities, Central Bank, and regional government should also monitor outreach in rural or underserved areas and improvements in women's access to insurance and investment services. Gender-based KPIs should be added to national inclusion targets, and regulators can shift from passive encouragement to accountability-based progress.⁴⁶

Furthermore, simplified know your customer (KYC) tiers can significantly ease onboarding for women in the informal economy and women with disabilities. A simplified KYC will also help women in low-income communities, indigenous women, and other women who lack traditional documentation, such as wage slips or land titles.

A tailored, tiered KYC regime would increase outreach and reduce onboarding costs for providers. Decreased costs will encourage greater private-sector involvement in inclusive finance. Digital solutions, such as e-KYC or remote KYC, can enable the implementation of simplified KYC processes. This would ease identity verification without reliance on conventional measures. For example, India's National ID, *Aadhaar's* has adopted a simplified

⁴⁴ Kementerian Keuangan. (2023). *Laporan Tahunan Program Pembiayaan Ultra Mikro (UMi)*. Jakarta: Direktorat Jenderal Pembiayaan dan Risiko.

⁴⁵ World Bank. (2023). *Digital Cash Transfers and Women's Financial Inclusion: Evidence from Indonesia*. Washington, DC: World Bank Group.

⁴⁶ AFI. (2022). *Gender Inclusive Finance: Policy Framework*. Alliance for Financial Inclusion.

and remote KYC. This showcases a valuable model for Indonesia to integrate national identification expansion across financial access and usage.⁴⁷

Additionally, the *Jan Dhan*, *Aadhaar*, and Mobile (JAM) model allows *Jan Dhan* bank accounts to link with *Aadhaar* digital IDs and individuals' mobile phones. This link reduces leakages, strengthens financial delivery systems, and enhances the efficiency of direct benefit transfer (DBT) programs and other social welfare initiatives.⁴⁸

International collaboration presents a clear opportunity, for example, with Saudi Arabia through the G20's Global Partnership for Financial Inclusion (GPFI). Gender-responsive financial policies in Saudi Arabia's Vision 2030 mandate non-discriminatory financial access and emphasize gender parity in economic participation. These policies will support women's legal rights to open bank accounts, start businesses, and take loans without the male guardian's consent.⁴⁹ In this case, Indonesia could align with Saudi Arabia to share lessons on how to integrate gender equality into financial system reform and policy enforcement.

2. Build institutional capacity through gender-intelligent financial practices

A core gap in Indonesia's current ecosystem is the lack of embedded gender intelligence. Gender intelligence is crucial to understand how gender norms and roles shape financial behavior, risk, and access patterns. Institutions, such as FinTechs, microfinance providers, and government actors, must be equipped with practical gender-intelligence tools and training. These resources should enable institutions to effectively design, deliver, and evaluate truly inclusive financial services.⁵⁰

Indonesia must expand outreach and integrate gender-responsive financial knowledge into institutional systems. It must also include this knowledge in the frontline staff development programs to build gender-inclusive capacity systematically. Organizational policies, operational procedures, and customer interaction protocols must embed gender considerations.

When frontline staff understand how gender dynamics influence financial decision-making and access barriers, they can better serve diverse customer needs and identify opportunities to enhance inclusion. This institutional transformation ensures that gender intelligence becomes a foundational element of Indonesia's financial ecosystem rather than an add-on.

Brazil's Crediamigo Delas initiative equips microfinance staff with gender-sensitive training and tailored client engagement tools. This has improved client outreach, repayment rates, and product suitability for women entrepreneurs. Similarly, South Africa's Department of Women, Youth, and Persons with Disabilities (DWYPD) has emphasized institutional gender

⁴⁷ Government of India, Prime Minister's Office (2025). Leveraging the Power of JAM: Jan Dhan, Aadhaar and Mobile. Available at: https://www.pmindia.gov.in/en/government_tr_rec/leveraging-the-power-of-jam-jan-dhan-aadhaar-and-mobile/ (Accessed: 17 July 2025).

⁴⁸ MicroSave Consulting (MSC). (2016). JAM - Using (Jan Dhan) Bank Accounts, Aadhaar and Mobiles to create new products and services, and new ways of doing things. Available at: <https://www.microsave.net/2016/06/02/jam-using-jan-dhan-bank-accounts-aadhaar-and-mobiles-to-create-new-products-and-services-and-new-ways-of-doing-things/> (Accessed: 17 July 2025).

⁴⁹ Saudi Vision 2030 (Official Website): <https://www.vision2030.gov.sa>

⁵⁰ FinDev Gateway (2024) FinEquity Knowledge Guide: Gender Diversity and Leadership Development in Financial Services, 29 October. Available at: <https://www.findevgateway.org/finequity/guide/2022/06/finequity-knowledge-guide-gender-diversity-and-leadership-development-financial> (Accessed: 21 July 2025).

mainstreaming in financial programs, such as digital finance and FinTech innovation.⁵¹ Indonesia could initiate joint training and knowledge-sharing programs with Brazil and South Africa under the G20 Global Partnership for Financial Inclusion (GPFI). This training can focus on gender-responsive service design, performance metrics, and staff capacity building.

3. Promote financial health and strengthen consumer protection

Now is the right time to embed financial health as a national policy outcome along with traditional inclusion indicators. While financial inclusion has expanded, it does not automatically lead to improved financial well-being. Indonesia can implement pro-financial health policies⁵²:

- a. To design social protection programs with resilience in mind and allow beneficiaries to save unspent balances in their digital wallets or basic savings accounts;
 - b. To default to a pro-saving feature in government-to-person (G2P) initiatives, such as automatic enrollment in pension or savings plans;
 - c. To promote emergency savings through public awareness campaigns to survive future economic shocks; these efforts can be inspired by the European Union's Financial Competence Framework⁵³, which provides a structured approach to improving financial behaviors across life stages;
4. To protect consumers through regulation of high-risk financial products and prioritize safer product design for women to avoid over-indebtedness, identity theft,⁵⁴ and other forms of gender-based violence; these can emerge from online platforms, such as intimidation and sexual harassment from illegal debt collectors⁵⁵.

Indonesia can potentially collaborate with the European Union and Germany through their Feminist Development Policy⁵⁶ and codevelop an Indonesia-specific Financial Health Index. This Index would measure outcomes, such as resilience, savings behavior, responsible credit use, and women's decision-making power over finance. It would also track the well-being of Indonesian women.

⁵¹ AFI (2022). Mainstreaming Gender in Financial Inclusion Strategies: Lessons from South Africa. Alliance for Financial Inclusion. Available at: <https://www.afi-global.org>

⁵² UNSGSA (United Nations Secretary-General's Special Advocate for Inclusive Finance for Development) (2022) Financial Health: An Introduction for Financial Sector Policymakers. Available at: <https://www.unsgsa.org/publications/financial-health-introduction-financial-sector-policymakers> (Accessed: 7 July 2025).

⁵³ OECD (2024). G20 Policy Note on Financial Well-Being. OECD Publishing.

⁵⁴ MicroSave Consulting (MSC) (2023). *Laporan Pinjaman Online: Perilaku, Persepsi, dan Perlindungan Konsumen di Indonesia*. Available at: www.microsave.net (Accessed: 17 July 2025).

⁵⁵ MicroSave Consulting (MSC) (2023). *Laporan Pinjaman Online: Perilaku, Persepsi, dan Perlindungan Konsumen di Indonesia*. Available at: www.microsave.net (Accessed: 17 July 2025).

⁵⁶ BMZ (2023). *Feminist Development Policy: For Just and Strong Societies Worldwide*. Federal Ministry for Economic Cooperation and Development.

4. Way forward: Advancing gender-inclusive financial systems in Indonesia

A forward-looking strategy is essential to ensure meaningful progress in women's financial inclusion and position Indonesia as a leading voice within the G20. This strategy must transition from foundational access to a deeper focus on financial health, gender-responsive systems, and inclusive infrastructure.

Today, global conversations increasingly emphasize outcomes beyond account ownership, such as financial resilience, empowerment, and well-being. In this context, Indonesia has an opportunity to lead by example through bold, collaborative, and evidence-based action.

Firstly, Indonesia must institutionalize financial health as a national policy objective, alongside access and usage indicators, to advance gender-inclusive finance. This includes the development of a financial health index to track outcomes, such as emergency savings, resilience, and financial confidence. The country can draw from global models, such as the [EU's Financial Competence Framework](#) and [Germany's feminist development agenda](#), to collaborate with G20 partners to localize measurement tools that reflect women's lived realities.

Second, Indonesia should fully use and improve its digital public infrastructure (DPI), including QRIS, BI-FAST, and the national e-ID, to expand digital access for women, especially in rural and informal sectors. These systems must be designed for inclusiveness and should address barriers, such as low smartphone access and digital literacy. Learning exchanges with [Mexico's CoDi](#) and China's [Alipay](#) and [WeChat Pay](#) can help Indonesia scale interoperable QR payments to unlock new pathways to formalize women's income.

Third, the nation must reimagine financial literacy to reflect women's life cycles and financial roles. Instead of static, top-down approaches, Indonesia should promote gender-intentional, stage-based education that is accessible and relevant. Indonesia can cocreate inclusive content and delivery models that resonate with underserved women if it embeds financial learning into community platforms, such as PKK, Posyandu, and *PNM Mekaar*, and collaborates with Australia and G20 peers.

Public-private partnerships must be at the center of implementation to reinforce these efforts. Indonesia's commitment to the [WE Finance Code](#) demonstrates strong support for improving access to finance for women entrepreneurs. It highlights the country's focus on strengthening policies, enhancing data systems, and driving innovation to build more inclusive financial ecosystem. This also underscores that effective gender mainstreaming in the financial sector requires collaboration among multiple stakeholders.

Regulatory institutions, such as OJK and Bank Indonesia, should mandate sex-disaggregated data reporting and incorporate gender-based performance metrics, such as the share of loans to women-led MSMEs and outreach to rural areas, into national benchmarks. Simplified KYC protocols, modeled after India's [Aadhaar](#)-based onboarding and Mexico's low-KYC CoDi framework, should be tailored to reduce exclusion among informal sector women.

In parallel, gender intelligence must be embedded across financial service providers, particularly FinTechs and MFIs. Joint capacity-building initiatives with countries, such as Brazil, through its

Crediamigo Delas program, can help design safer, gender-intentional financial products, mitigate over-indebtedness, and strengthen consumer trust.

Taken together, these actions position Indonesia to accelerate domestic financial inclusion for women and emerge as a leading advocate within the G20 for gender-responsive, behaviorally informed, and digitally enabled financial ecosystems.

Annex. Global good practices and initiatives

1. Access to suitable financial products and services

a. Brazil: Crediamigo Delas

Crediamigo Delas is a specialized microcredit program for women entrepreneurs, operated by Banco do Nordeste (BNB) with the European Investment Bank's support. The initiative was launched after BNB found that in 2020, 65% of Crediamigo's clients in its flagship microcredit program were women. Crediamigo Delas offers subsidized loans and business advisory services to help women start and grow their businesses.

The credit line features lower interest rates, a grace period, longer repayment terms, and interest discounts for on-time payments. It also offers a group lending model (solidarity loans), which allows small groups of women to borrow together and guarantee each other's loans. This model has been especially effective in its support for women, its promotion of repayment discipline, and its encouragement of entrepreneurship.

Since its launch in March 2021, the program has recorded more than 830,000 transactions and disbursed approximately USD 403 million. By April 2023, it had supported 565,000 women entrepreneurs.

b. India: Stand-Up India Program

The Stand-Up India program is a government initiative launched in 2016 by India's Ministry of Finance to provide bank loans to individuals from the Scheduled Castes (SC), Scheduled Tribes (ST), and women entrepreneurs. The program supports the establishment of greenfield enterprises in manufacturing, services, trading, and allied agricultural activities. Additionally, it offers hand-holding support to help entrepreneurs navigate nonfinancial challenges they might face in the operation of their businesses.

Since its launch, the program has grown significantly. Total disbursements increased from approximately USD 1.8 billion in October 2018 to about USD 7.4 billion by March 2025. The number of women entrepreneurs the program supported grew from 55,644 to 190,844. The total approved funding rose from USD 1.5 billion to around USD 5.3 billion.

c. Indonesia: Quick Response Code Indonesian Standard (QRIS)

The Quick Response Code Indonesian Standard (QRIS) enables consumers to make payments through a single QR code, regardless of the merchant's payment service provider. QRIS was created to provide a fast, easy, low-cost, secure, and reliable digital payment option for both merchants and buyers through the integration of various QR-based systems into one national standard.

Launched in August 2019, QRIS became mandatory for payment service providers from January 2020. Within two years, it successfully onboarded more than 12 million merchants, which included micro, small, and medium enterprises (MSMEs), places of worship, schools, and tourist destinations across Indonesia. QRIS has since expanded into a cross-border payment system that has allowed Indonesian users to pay in countries, such as Malaysia, Singapore, Japan, and China.

d. Mexico: Cobro Digital (CoDi)

Often referred to as the “state-owned WeChat Pay,” Cobro Digital (CoDi) was designed to offer a simple and accessible payment method for consumers and encourage cash-based informal businesses to transition into the formal economy. CoDi was launched in October 2019 by the Bank of Mexico, in collaboration with the Association of Mexican Bank (ABM) and the Mexican Association of Popular Financial Societies (AMSOFIPO). CoDi is an instant payment solution that operates 24/7 on Mexico's real-time payment network. It allows users to pay without fees or commissions, even across different banks.

Despite these goals, CoDi has struggled with low adoption. In 2022, it processed fewer than 2.5 million transactions, worth MXN 1.77 billion (approximately USD 88 million), although it had more than 14.3 million individual users. Its use remains limited to banks that participate in SPEI (*Sistema de Pagos Electrónicos Interbancarios*) or Interbank Electronic Payments System, Mexico's real-time gross settlement (RTGS) system. Concerns around security have also hindered wider uptake. A new initiative called DiMo (Dinero Móvil) was introduced in 2023 to address these challenges and promote digital payments further in Mexico.

2. Financial literacy and capacity building to strengthen financial health

a. Australia: National Financial Capability Strategy

Since 2011, Australia has been releasing a National Financial Capability Strategy every three to four years. It recognizes the importance of financial capability in the promotion of financial well-being and resilience. The strategy identifies key barriers that specific target groups face. It focuses on the individual attributes that influence financial decision-making.

The 2022 strategy prioritizes the development of the financial capability of Australians, particularly women, young people, those nearing retirement, and indigenous communities. It promotes financial literacy, behavior change, and tailored interventions to address diverse needs of women's access and usage to financial services.

Collaboration and coordination are central to the strategy's implementation. The Commonwealth Government is responsible for ensuring that all stakeholders share a common understanding of financial capability. These include stakeholders across federal, state, and territory governments, academia, financial service providers, delivery organizations, and employers. Each stakeholder is expected to help improve financial capability across Australia under the leadership and coordination of the Commonwealth Government.

b. Germany: Feminist Development Policy

In 2023, following Germany's announcement to adopt a feminist foreign policy, the German Federal Ministry for Economic Cooperation and Development (BMZ) introduced a Feminist Development Policy. This policy seeks to promote equal political, economic, and social participation for all individuals, regardless of gender, gender identity, or sexual orientation.

The policy is built on three key pillars: The advancement of the rights of women and marginalized groups, better access to resources, and stronger representation in decision-making processes. BMZ applies gender-transformative and intersectional approaches across its areas of work. This includes efforts to expand access to finance and develop financial services that meet women's diverse needs.

c. Indonesia: Regional Financial Access Acceleration Team (Tim Percepatan Akses Keuangan Daerah (TPAKD))

President Joko Widodo recognized the critical role of regional financial access to drive economic development and empower local communities. In response, he established a coordination forum in 2016 known as TPAKD (Regional Financial Access Acceleration Team). TPAKD is a collaborative platform that involves the Financial Services Authority (OJK), regional governments, and relevant stakeholders.

TPAKD is established in each provincial and district government, with members drawn from local financial institutions, government agencies, and other key actors. Its main functions are to support MSMEs' empowerment, promote regional economic development, and strengthen priority economic sectors.

To achieve its goals, TPAKD has implemented a range of programs. These include Credit Program or Funding Against Loan Sharks (K/PMR), KUR Cluster Credit and Ultra Microcredit programs, agricultural insurance for rice farmers, cattle farmers, and fishers, One Student One Account, which also includes student savings programs, Branchless Banking for Financial Inclusion (Laku Pandai), village-owned enterprise (BUMDes) and MSME empowerment programs, and regional credit guarantee corporations (Jamkrida). In 2025, 530 provinces, districts, and cities across Indonesia already had a working TPAKD.

d. Desa Inklusi Keuangan (financially inclusive rural communities)

Desa Inklusi Keuangan is the outcome of OJK's Inclusive Financial Ecosystem (EKI) program, which seeks to improve financial inclusion in rural areas. The program intends to establish an inclusive financial ecosystem in villages by promoting collaboration among stakeholders, particularly through the TPAKD. As of 2024, the program has been implemented in 44 rural communities across Indonesia.

The EKI program supports villages through preincubation, incubation, and post-incubation phases. It ensures the optimal use of financial products and services to unlock local economic potential. Implementation involves coordinated efforts from TPAKD, regional and local governments, the Ministry of Tourism, the Ministry of Villages, OJK, and Bank Indonesia. It uses services, such as Laku Pandai, KUR, and UMi (Ultra-Micro Financing) to expand financial access and empower rural communities.

3. Advancing digital and FinTech inclusion through digital public infrastructure to promote inclusive and interoperable financial systems

a. Indonesia: BI-FAST

BI-FAST is a real-time, secure, and efficient retail payment system infrastructure developed by Bank Indonesia, the country's central bank. It operates 24/7 and supports both credit and debit transfers. Users can transfer funds through proxy addresses, such as phone numbers or email addresses, instead of traditional account numbers. The system also includes automatic user notifications and a fraud detection feature.

The service costs approximately USD 0.25 per transaction between customers and banks, and USD 1 for transactions from Bank Indonesia to banks. The maximum transaction limit is around USD 15,400.

BI-FAST was introduced to meet public demand for faster and more accessible transfer services. It seeks to strengthen the national retail payment system by offering an alternative to existing infrastructures. In 2023, 94% of the national retail payment system had joined BI-FAST. Since its launch in 2021, BI-FAST has processed more than 6 billion transactions worth more than USD 976.7 billion as of December 2024.

b. Indonesia: Digital ID (*Identitas Kependudukan Digital*/IKD)

As part of Indonesia's digital transformation agenda, the Ministry of Internal Affairs has been developing Indonesia's Digital ID (*Identitas Kependudukan Digital* or IKD). The introduction of the IKD seeks to increase public access to services and simplify administrative processes for all citizens.

With IKD serving as a single digital identity, identity verification can be carried out across various platforms more efficiently. This includes platforms, such as e-wallets, mobile banking, FinTech lending, and e-commerce. IKD also enables digital know your customer (e-KYC) processes and facilitates access to public and private services, which include SIM card registration, education, and social assistance programs. Ultimately, digital ID is expected to lay the foundation for more inclusive, accessible, and integrated public services.

As of December 2024, approximately 12.3 million Indonesians had registered for IKD. However, by July 2025, the number of users had yet to meet the government's target, which highlights the urgency to accelerate implementation ahead of the official launch scheduled for 17th August 2025.

c. India: *Aadhaar*

Aadhaar is a unique identification number that the Government of India issues to its residents. It serves as proof of identity and address. Launched in 2012, the system is established to solve the problem of duplication, fake, and stolen IDs used to benefit from government and welfare programs. *Aadhaar* number helps residents avail of various services provided by banking, and mobile phone providers, and other government and non-government services in due course.

Additionally, women can open bank accounts with *Aadhaar*'s biometric information. It tells financial institutions who they are and thus makes it almost impossible for men to unilaterally access money in their wives' bank accounts.

Aadhaar now covers more than 99% of adults in India. It relies on fingerprints and iris scans to create a national identity database. Overall, the *Aadhaar* system has become a breakthrough for women's financial inclusion in India and catalyzed the success of India's digital financial services.

d. China: Rural Revitalization Strategy

China's Rural Revitalization Strategy serves as a cornerstone of its national development agenda. It seeks to boost economic growth by focusing on rural transformation. The strategy seeks to enhance agricultural productivity, ensure food security, and simultaneously narrow the urban-rural divide in income, infrastructure, and access to public services. The government seeks to strengthen rural industries, encourage innovation, and cultivate local industry leaders for a more prosperous and resilient rural economy.

A critical component of this strategy is to improve rural financial systems. This includes (i) the expansion of access to quality financial services; (ii) improvement of the operational mechanisms of large and medium-sized banks to serve the "three rural issues" better: agriculture, rural areas, and farmers; and (iii) reinforcement of the role of policy-based finance to support agricultural development. The strategy also emphasizes the importance of rural small and medium-sized financial institutions, reformation of rural credit cooperatives, and promotion of the restructuring of village banks to better align with rural financing needs.

Additionally, the strategy highlights the development of digital inclusive finance in rural areas, the construction of rural credit systems, and the establishment of market-oriented financial risk compensation mechanisms. Efforts are also directed at the expansion of multitier agricultural insurance, strengthening of agricultural reinsurance systems, and improvement of disaster risk-sharing frameworks to protect rural livelihoods.

4. Policy, regulation, and institutional strengthening through public and private partnership

a. Indonesia: National Strategy on Women's Financial Inclusion (*Strategi Nasional Keuangan Inklusif Perempuan/SNKI-P*)

A specialized financial inclusion strategy for women was introduced in mid-2020 after the launch of the National Strategy on Financial Inclusion. This strategy highlights women's essential role in achieving the national target of 90% financial inclusion by 2024. It focuses on four key groups:

1. Women in the lowest 40% income group;
2. Female workers, especially migrant workers;
3. Female MSME owners; and
4. Stay-at-home women.

It also outlines seven priority areas to improve women's financial inclusion:

1. Financial education and literacy;
2. Support for women-owned micro, small, and medium enterprises (MSMEs);
3. Access to digital financial services;
4. Access to insurance and pension funds;
5. Consumer protection;
6. Support and empowerment for women caregivers; and
7. Collection of gender-disaggregated data.

b. Indonesia: Indonesia's Women Digital Financial Inclusion Advocacy (*Koalisi Inklusi Keuangan Digital Perempuan (IKDP)*)

Indonesia's Women Digital Financial Inclusion Advocacy was launched in 2022 through a partnership between the Ministry of Women Empowerment and Child Protection (MoWECP) and Women's World Banking (WWB). It is part of the global Advocacy Hub for Women's Digital Financial Inclusion, led by WWB and the UN Capital Development Fund. The coalition focuses on three main goals:

1. Expansion of women's access to technology;
2. Strengthening of women's digital and financial skills; and
3. Enhancement of women's access to financial services.

At its launch, the coalition also provided funding and capacity building to five organizations that seek to promote digital financial inclusion for women from diverse backgrounds. This also includes women with disabilities. This coalition is expected to serve as an integrated forum for policymakers and stakeholders who seek to improve women's digital financial inclusion to discuss, develop, and push for a more inclusive women's digital financial policy countrywide.

In 2024, this coalition has expanded into a Task Force for the Women's Digital Financial Inclusion Advocacy Network, with 24 government institutions and financial service providers as its members.

c. PNM Membina Ekonomi Keluarga Sejahtera (PNM *Mekaar*)

PNM *Mekaar* is a microfinance program in Indonesia that provides collateral-free business capital loans to underserved women entrepreneurs. The program targets women-led micro and small enterprises (WMSMEs) from low-income households, specifically those with a daily per capita income below USD 1.99, classified under the cash-poor household index.

PNM *Mekaar* reached 15 million clients by 2024 through a group-lending model. It also partnered with BRI, Indonesia's largest agent banking network, to enroll *Mekaar* clients as BRILink agents and promote financial inclusion further. As of now, more than 200,000 PNM *Mekaar* clients have taken on this role and expanded access to financial services among low-income communities.

d. UMi (Ultra Micro Financing)

The Indonesian government launched the UMi program in 2017 to support ultra-micro enterprises. The program helps small entrepreneurs grow their businesses, become bankable, and contribute to the national economy. UMi provides loans of around USD 617 through nonbank financial institutions. It is available to unbanked individuals or groups who have not received other government funding. UMi complements the existing Kredit Usaha Rakyat (KUR) program.

UMi is managed by the Government Investment Unit (PIP). By the end of 2024, the government will have allocated more than IDR 10 trillion (about USD 613.5 million) to PIP for this program. With this funding, UMi is expected to be disbursed up to USD 2.74 billion by the end of 2024.

In 2021, the UMi holding was formed—made up of three state-owned enterprises: Bank Rakyat Indonesia (BRI), Pegadaian, and PT PNM. This holding seeks to create an integrated support system for entrepreneurs through three key steps: empowerment, integration, and upgrade. This system seeks to strengthen the existing UMi program.

e. India: JAM trinity

The JAM (*Jan Dhan-Aadhaar-Mobile*) trinity forms the backbone of India's digital and financial inclusion strategy. It integrates three elements: *Jan Dhan*, a national program to ensure universal access to basic financial services; *Aadhaar*, the world's largest biometric identification system; and mobile technology, which facilitates access to digital financial platforms.

This integrated system has enabled the opening of more than 420 million bank accounts, which include 280 million in rural areas. It has effectively brought underserved populations into the formal financial system. A key feature of JAM is the mandatory linkage of *Jan Dhan* accounts with *Aadhaar*. This has been central to the success of government-to-person (G2P) transfers.

JAM has minimized leakages and improved delivery efficiency, which has helped enhance fiscal space and reduce idle government funds. It has contributed to more effective public financial management.

f. Saudi Arabia's Vision 2030

Saudi Arabia's Vision 2030, launched in 2016, seeks to transform Saudi Arabia to be “the heart of Arab and Islamic worlds, the investment powerhouse, and the hub that connects three continents”. The goal is anchored in three main pillars: a vibrant society, a thriving economy, and an ambitious nation. Within the economic pillar, the government has acknowledged the importance of reducing gender disparities. It seeks to promote women's participation in the workforce, support women-owned SMEs, and provide equal opportunities for women and people with disabilities.

This vision has driven substantial regulatory and policy reforms that advance women's economic empowerment. Women are increasingly represented in banking, asset management, investment advisory, and FinTech sectors. The Female Leaders Program was introduced to provide mentorship, networking, and skills development. Women-led startups in finance and advisory services have also gained traction. They receive support from both government initiatives and private-sector investment.

Critically, the removal of guardianship laws that restrict women's ability to work and travel, the adoption of anti-discrimination policies, expanded maternity leave, and childcare benefits have significantly enhanced women's economic agency. Since the [launch of Vision 2030](#), the changes and newly developed programs have allowed women to have their economic agency and thus greater control over their financial futures.

g. EU: Financial Competence Framework

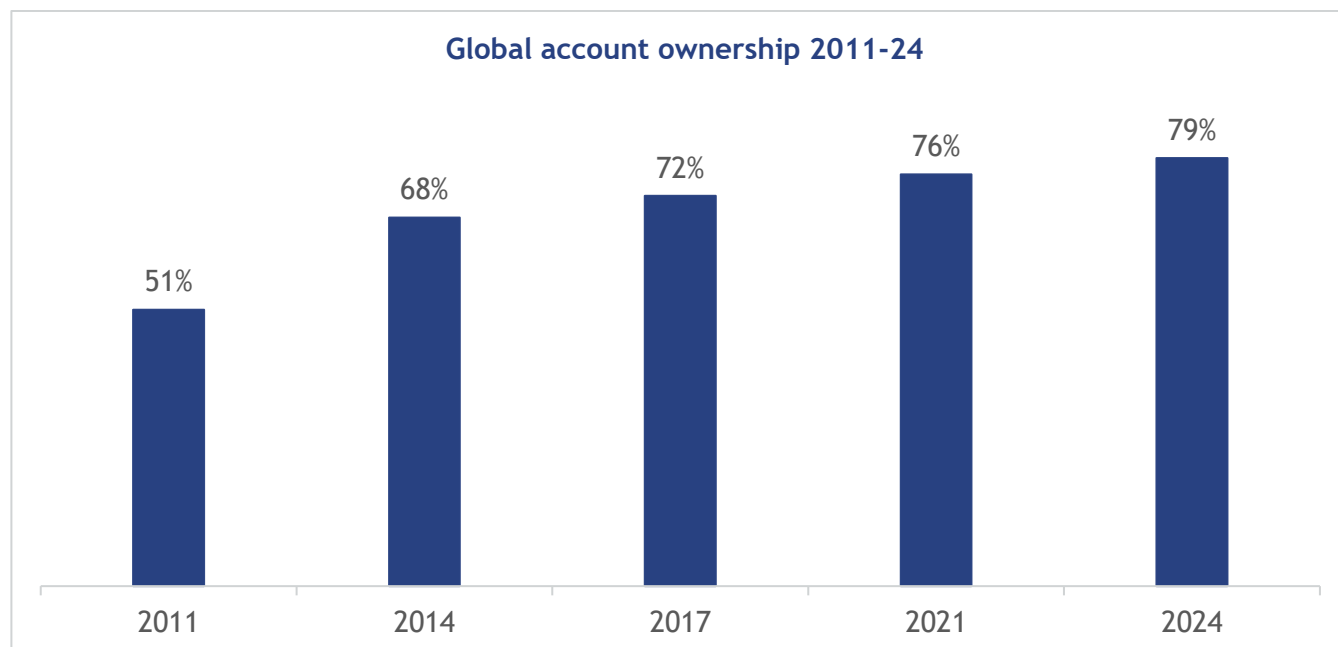
The [EU/OECD-INFE financial competence framework for adults](#) promotes a common understanding of the financial knowledge, skills, and attitudes adults need to make informed financial decisions. It has been developed through collaboration between the European Union and the OECD International Network on Financial Education (OECD-INFE). The framework supports the development of public policies, financial literacy programs, and educational materials by EU member states, educational institutions, the private sector, and civil society.

It builds on the [G20/OECD-INFE Core Competencies Framework](#) and is structured around four key areas: money and transactions, planning and managing finances, risk and reward, and the financial landscape. It also integrates important cross-cutting themes that include digital financial competencies and sustainable finance.

The European Commission sees this framework as a vital tool to advance the Capital Markets Union (CMU) Action Plan. It will enable member states to identify gaps in financial literacy and improve the reach and effectiveness of financial education initiatives.

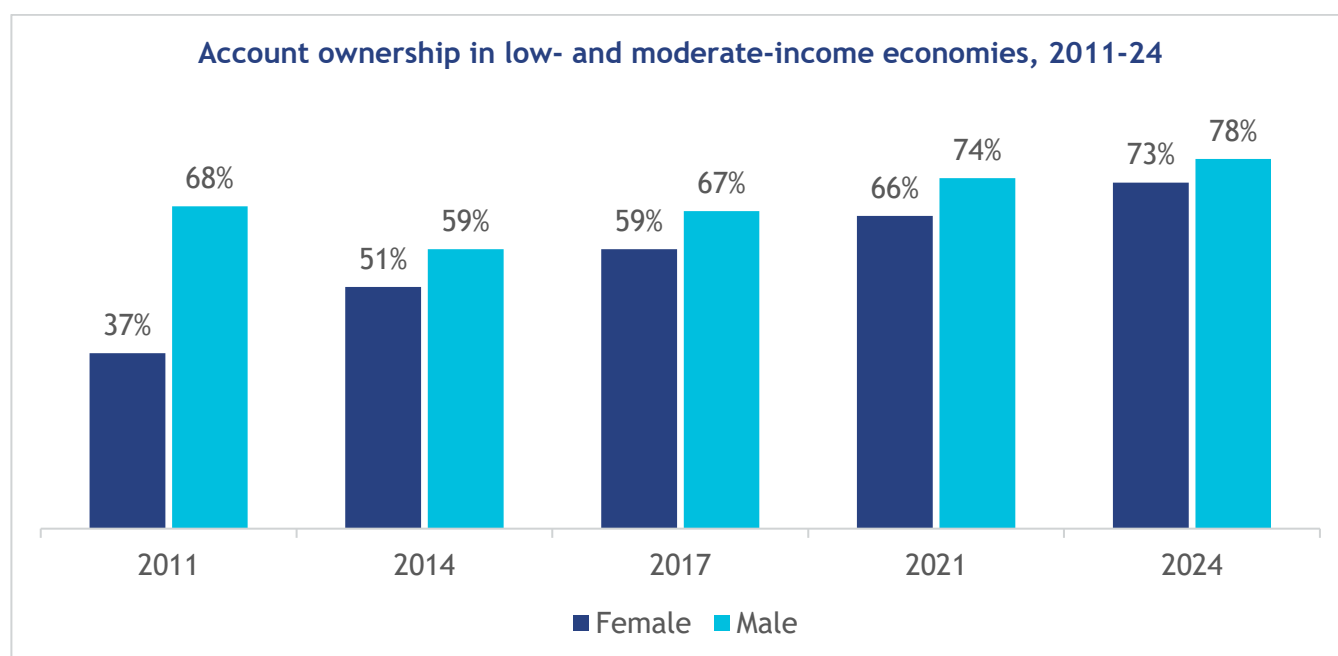
Annex. Data, graphs, references

1. Global account ownership (Percentage of population aged above 15)



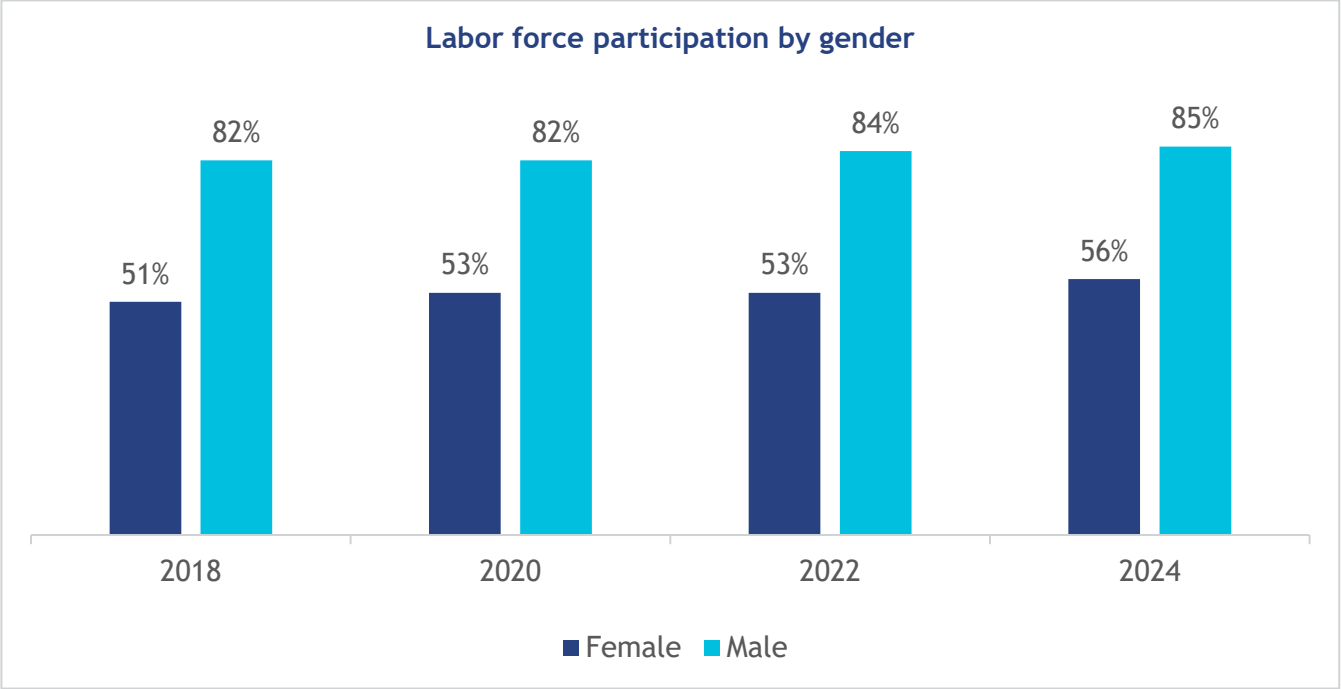
Source: [The Global Index database](#), World Bank, 2025

2. Account ownership in low- and moderate-income economies by gender



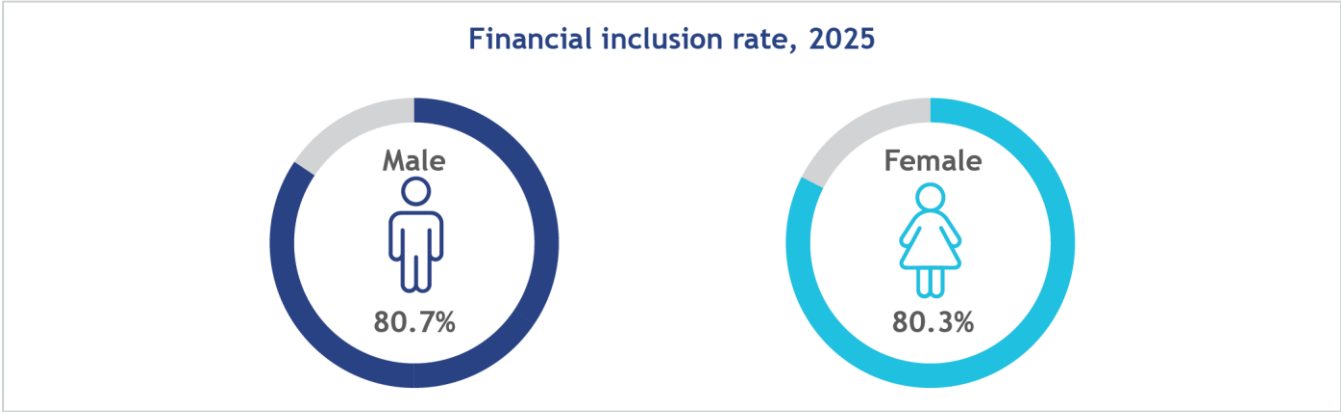
Source: [The Global Index database](#), World Bank, 2025

3. Female vs male labor force participation (TPAK), Indonesia



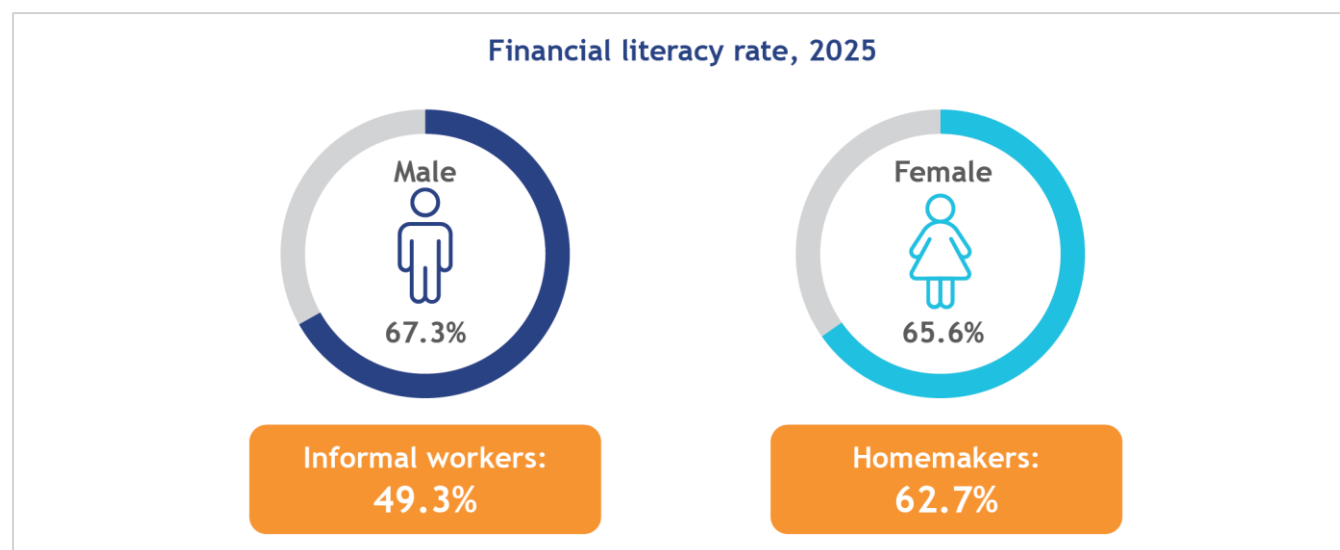
Source: *Tingkat Partisipasi Angkatan Kerja Berdasarkan Jenis Kelamin*, [National Statistical Agency \(BPS\)](#), 2024

4. Indonesia’s financial inclusion rate by gender



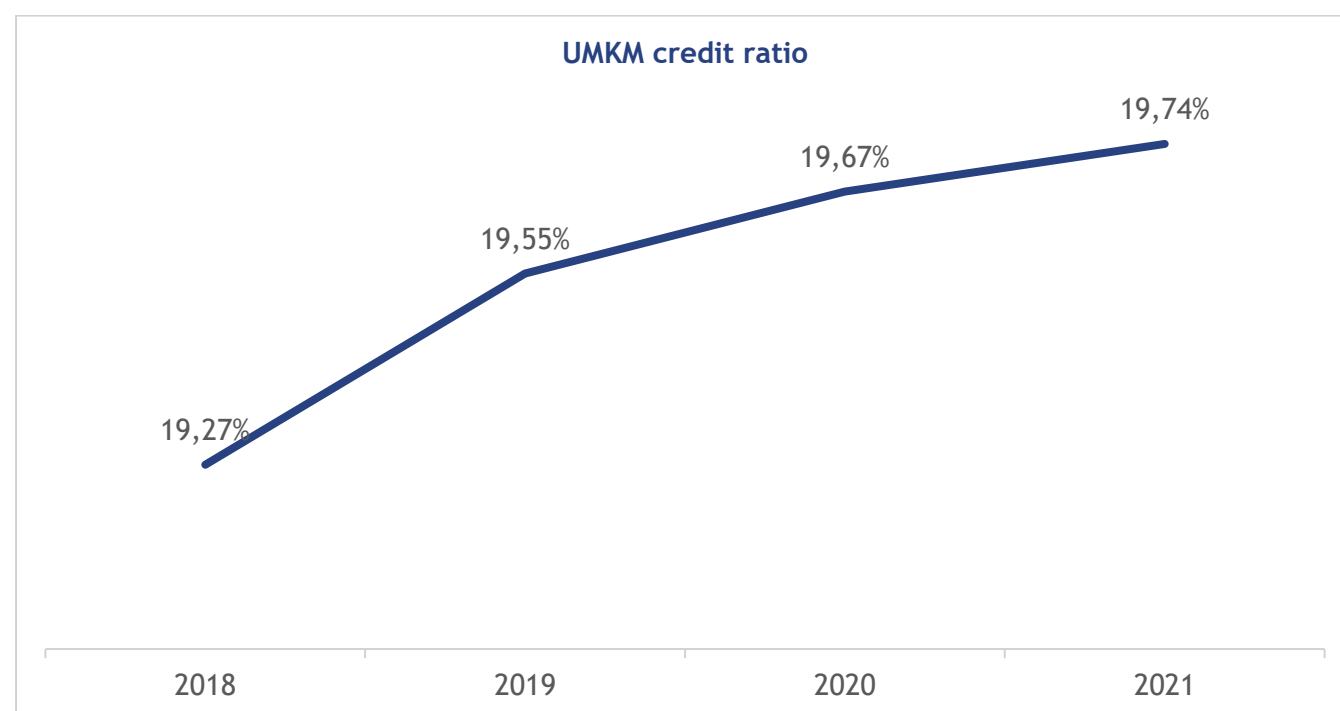
Source: [National Survey on Financial Literacy and Inclusion \(SNLIK\)](#), 2025

5. Indonesia's financial literacy rate



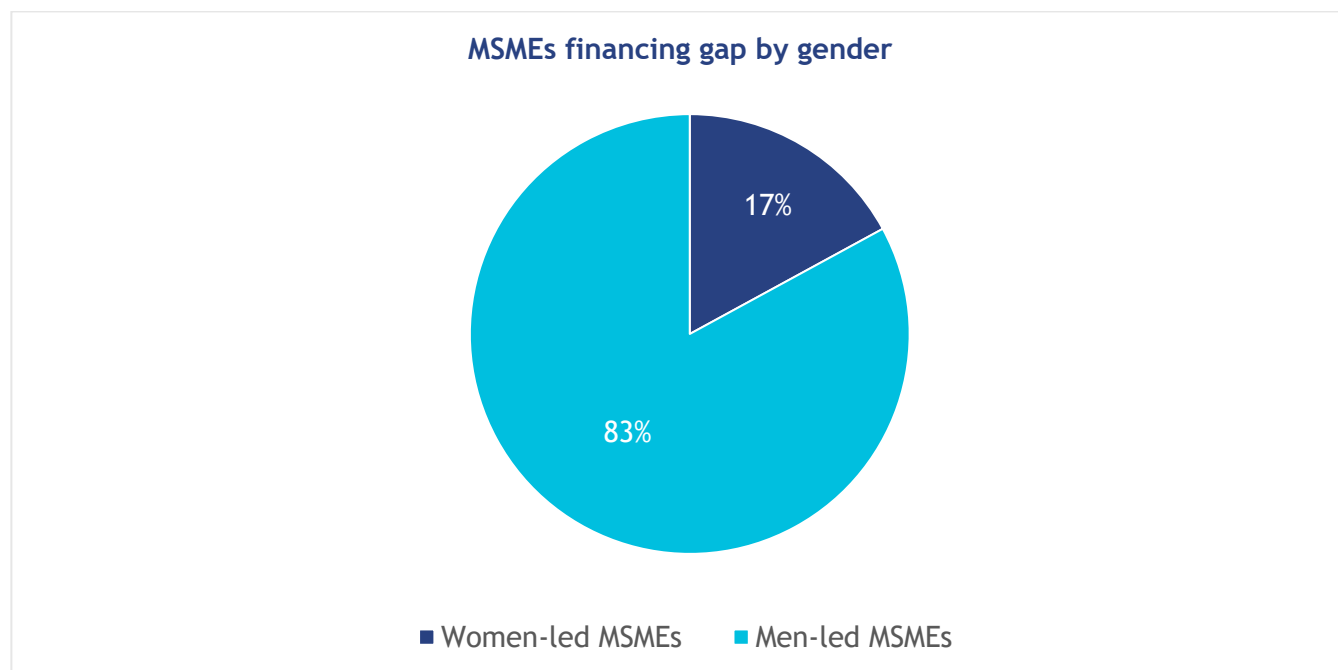
Source: National Survey on Financial Literacy and Inclusion (SNLIK), 2025

6. Ratio of MSMEs' credit, Indonesia



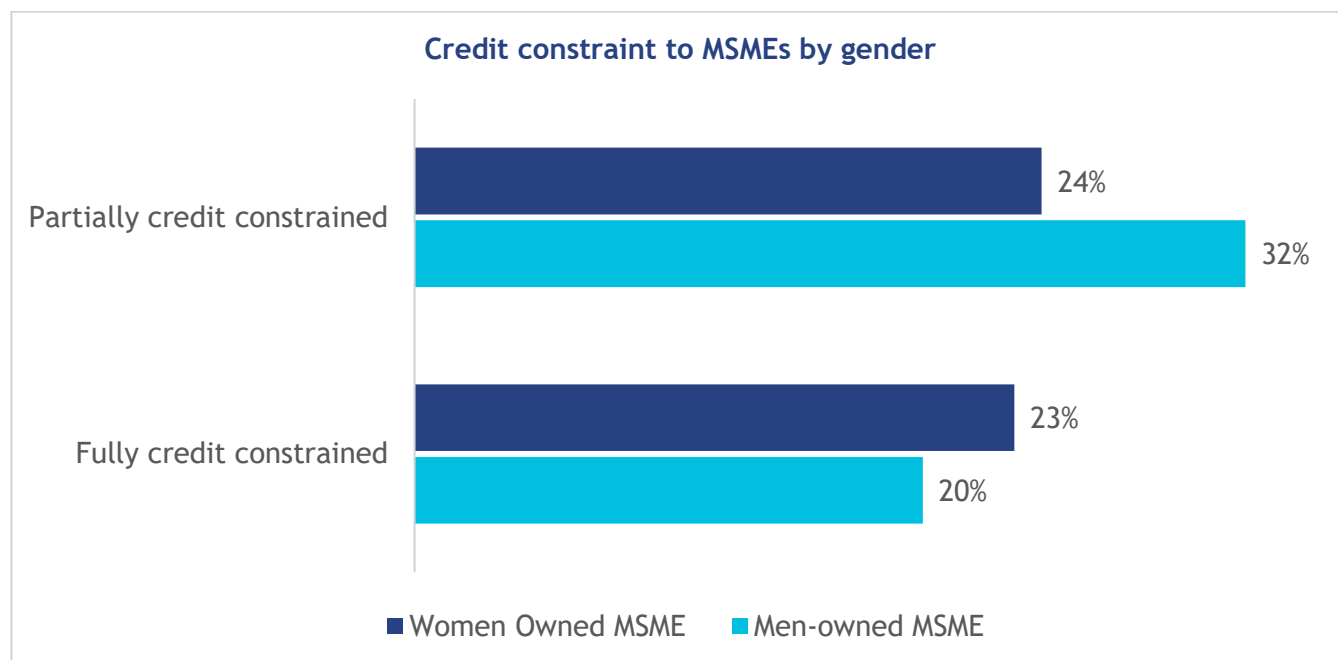
Source: Ministry of MSMEs, 2021

7. MSMEs' gender-wise financing gap, Indonesia



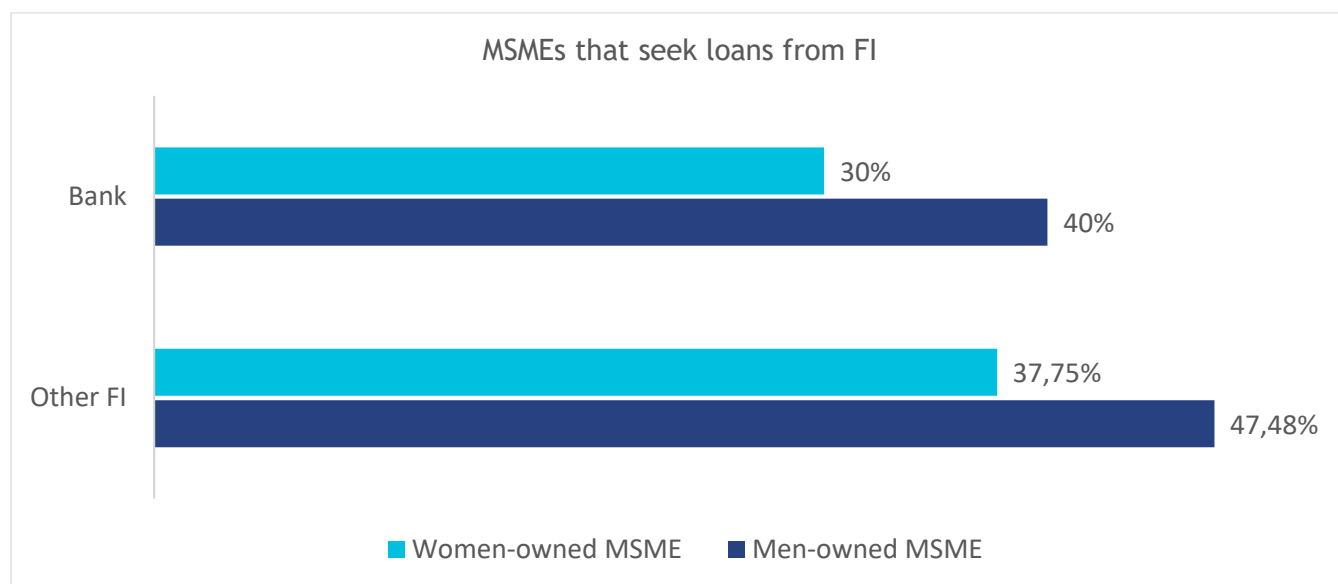
Source: [IFC](#), March 2025

8. Credit constraints of MSMEs disaggregated by gender, Indonesia



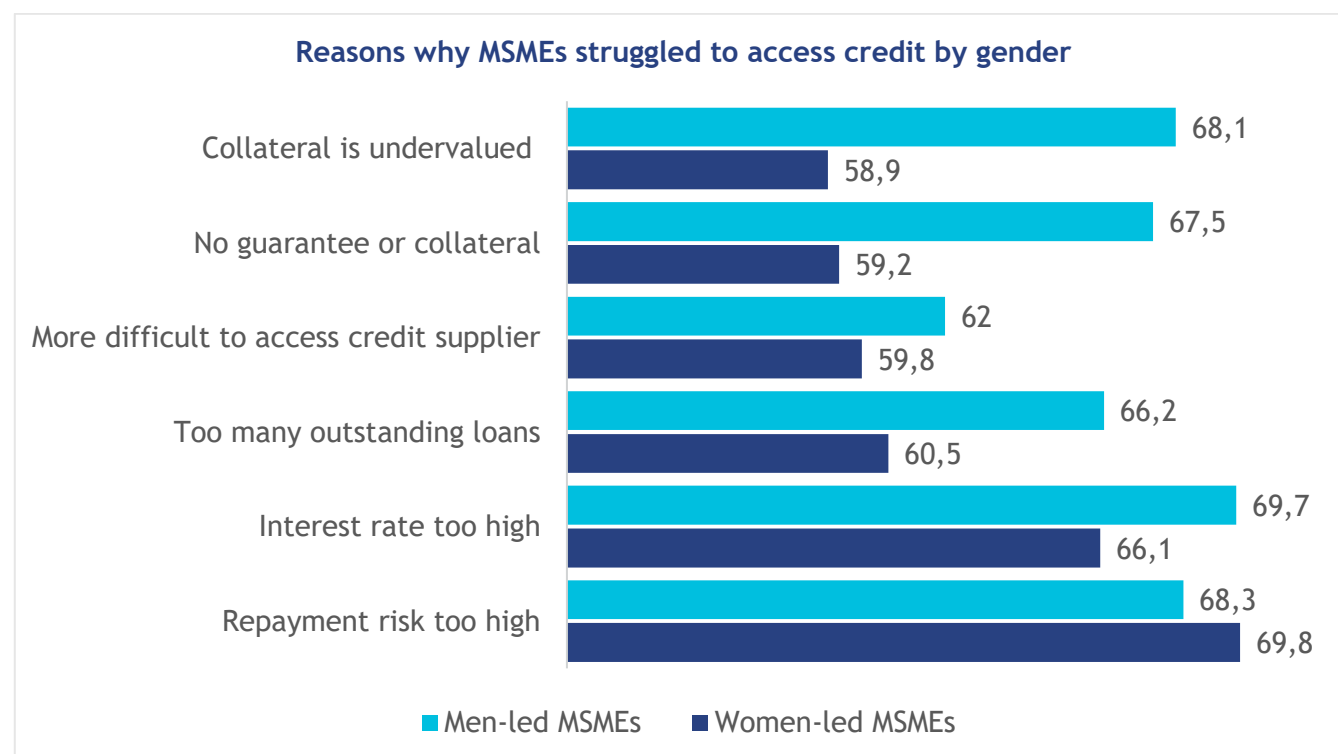
Source: [IFC](#), March 2025

9. Men- and women-owned MSMEs that sought loans from banks and other financial institutions during COVID-19, Indonesia



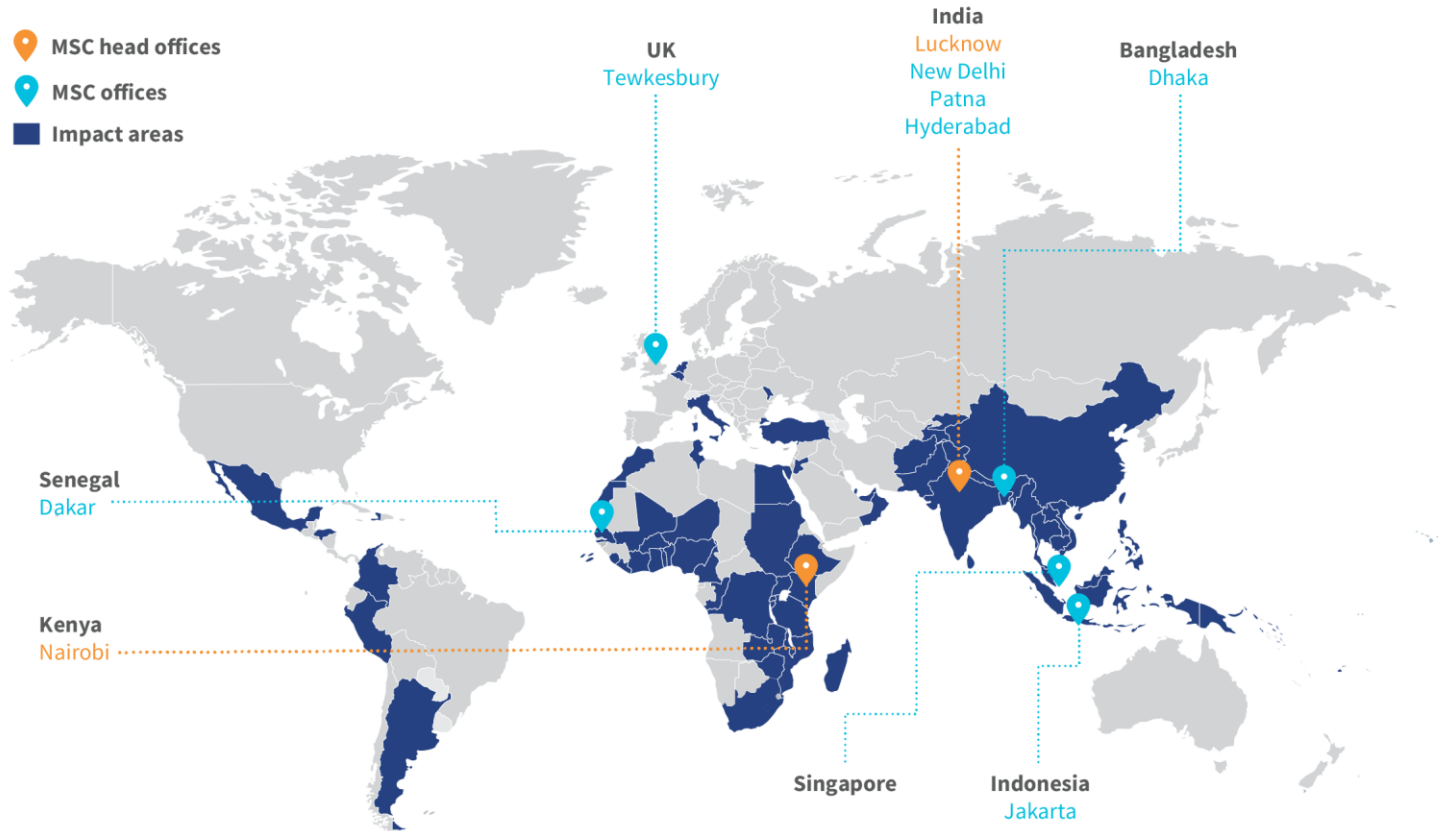
Source: Men- and women-owned or led MSMEs and the COVID-19 Policy Responses in Indonesia, Smeru Research Institute, 2022

10. Reasons why MSMEs struggled to access credit during COVID-19 by gender, Indonesia



Source: Men- and women-owned or led MSMEs and the COVID-19 Policy Responses in Indonesia, Smeru Research Institute, 2022

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