Client Alert September 2026

New Bank Indonesia regulation strengthens consumer protection framework

Background

Bank Indonesia (BI) has issued a new regulation regarding how banks and nonbank institutions that provide payment system services and/or payment system infrastructure (i.e., operators) must strengthen their consumer protection in relation to consumers' use of their products and/or services. Through BI Regulation Number 6 of 2026 on Bank Indonesia Consumer Protection (PBI 6/2026), Bank Indonesia intends to ensure the availability of guidelines for operators in implementing consumer protection and a basis for the formulation of BI regulations regarding consumer protection.

PBI 6/2026 replaces BI Regulation Number 3 of 2023 on Bank Indonesia Consumer Protection (PBI 3/2023) to further address the increasingly complex challenges posed by the dynamic financial sector.

This Client Alert highlights several additional provisions introduced by PBI 6/2026 to complement the aspects previously regulated under PBI 3/2023, including:

- The expansion of the scope of operators in the payment system sector;
- The expansion of operators' obligations;
- Market conduct supervision and self-assessment obligations for operators;
- The reinforcement of standard agreement (*perjanjian baku*) compliance obligations;
- The advancement of data protection through broader regulatory provisions; and
- The dedicated consumer protection unit.

Key updates

Expansion of the scope of operators in the payment system sector

The following table provides an overview of the key changes and/or additional provisions regarding the scope of operators set forth in PBI 6/2026:

PBI 3/2023	PBI 6/2026
Article 4 paragraph (1) of PBI 3/2023 stipulates that operators in the payment system sector only refer to payment service providers (*Penyedia Jasa Pembayaran*).	PBI 6/2026 introduces the following new definitions of toward parties involved in consumer protection: • Payment system service operators (*Penyelenggara Jasa Sistem Pembayaran* (PSP)): Commercial banks or institutions other than commercial banks that implement payment system services and/or payment system infrastructure; • Payment system service providers (*Penyedia Jasa Sistem Pembayaran* (PJP)): PSP that provide services to facilitate payment transactions for service users; and • Payment system infrastructure operators (*Penyelenggara Infrastruktur Sistem Pembayaran* (PIP): PSP that implement infrastructure to facilitate the transfer of funds for the benefit of their participants.

PBI 6/2026 clarifies that operators are not limited to PJP as parties that offer services to facilitate payment transactions but also include PIP, i.e., parties that operate payment system infrastructure to facilitate the transfer of funds. This differs from PBI 3/2023 that only provided for PJP as operators.

Expansion of operators' obligations

The following table provides an overview of the key changes and/or additional provisions regarding the operators' obligations set forth in PBI 6/2026:

Aspect	PBI 3/2023	PBI 6/2026
Education	PBI 3/2023 only requires operators to implement consumer education programs to improve consumer literacy, without providing any explanation regarding the steps or methods to carry out the programs.	PBI 6/2026 introduces a detailed framework for the implementation of operators' consumer education obligations by requiring educational activities to meet minimum standards, including their objectives, themes, materials, and geographical scope. Operators are also required to adopt a risk-based approach when delivering educational programs, ensure that the minimum educational content covers matters such as product and/or service characteristics and consumer data protection, and allocate an adequate budget to support the implementation of such educational activities.

Aspect	PBI 3/2023	PBI 6/2026
Transparency	Sets out general obligations of operators regarding the disclosure of information to consumers, including information about products and/or services, the results of requests for products and/or services, the use of clear and easily understandable Indonesian, and notifications of changes to such information.	Adds a requirement to include a summary of product and/or service information, the name and/or logo of operators, and a statement that operators are licensed and supervised by BI in all product and/or service information.
Liability	In the event of any error, negligence, or violation of laws and regulations committed by the board of directors, the board of commissioners, management, employees, and/or third parties acting for or on behalf of operators that results in losses to consumers, operators remain responsible for such losses.	PBI 6/2026 expands the scope of parties whose actions may give rise to operators' liability for losses suffered by consumers, specifically by including third parties that collaborate with operators to assist or support them in providing services.

Market conduct supervision and self-assessment obligations for operators

Under PBI 6/2026, BI strengthens its market conduct[1] supervision of operators. To support the implementation of market conduct, BI provides market conduct guidelines, facilitates capacity-building for operators, and disseminates best practices for implementing market conduct.

Regarding market conduct assessment, BI focuses on the obligation of operators to carry out self-assessments of their consumer protection practices. The results of these self-assessments must be submitted to BI periodically. Based on these self-assessments, BI subsequently carries out its own market conduct assessment through the validation of the self-assessments and the mapping of operators' conduct profiles.

Reinforcement of standard agreement (*Perjanjian Baku*) compliance obligations

PBI 6/2026 reinforces the provisions governing agreements between operators and consumers (i.e., standard agreements). Operators are required to apply the principles of balance, fairness, and reasonableness in the use of standard agreements. These principles must be applied throughout the drafting, implementation, amendment, replacement, and termination of standard agreements.

Furthermore, PBI 6/2026 sets out provisions on the minimum content required in standard agreements. Such minimum content includes:

- the identity of the parties;
- the scope of the products and/or services;
- the characteristics of the products and/or services;
- the rights and obligations of the parties;
- fees and charges;
- consumer data protection;
- transaction execution mechanisms;
- allocation of liability in the event of consumer losses;
- consumer complaint mechanisms;
- dispute resolution options;
- the term of the agreement;

[1]Market conduct is operator's behavior in designing, providing, and conveying information, offering, drafting agreements, providing services related to the use of products and/or services, and handling complaints in an effort to realize consumer protection (Article 1 item 14 of PBI 6/2026).

- procedures for amendment; and
- procedures for termination of the products and/or services.

All these elements must be clearly disclosed to consumers prior to their consent to use the products and/or services.

In addition, operators must conduct a compliance test on each standard agreement before it is used. At a minimum, such compliance testing must assess clauses in the standard agreement that may be detrimental to consumers, the clarity of the standard agreement, the proportionality of rights and obligations between the parties, and the reasonableness of fees, penalties, and amendments to the clauses.

Advancement of data protection through broader regulatory provisions

PBI 6/2026 introduces more comprehensive provisions regarding the protection of consumer data by operators than those previously set out in PBI 3/2023. These provisions establish mechanisms for the collection and use of data and/or information, data management cooperation, data sharing, data access, and data protection safeguards.

The regulation also introduces a provision allowing data sharing within the financial sector between operators and/or through an integrated system facilitated by the relevant financial sector authority.

Operators conducting cross-border data transfers must ensure that the recipient country has personal data protection regulations that are equivalent to or more stringent than those under Indonesia’s Personal Data Protection Law. Where this requirement is not met, operators must ensure the existence of binding and adequate personal data protection measures, such as inter-country data protection agreements and/or binding corporate rules. Furthermore, if both requirements are not satisfied, operators must obtain consumer’s consent prior to conducting any cross-border data transfer.

Dedicated consumer protection unit

Under PBI 3/2023, the operators could establish a dedicated consumer protection unit to ensure compliance with consumer protection laws and regulations, as stated in the regulation’s explanatory section. However, PBI 6/2026 introduces an express obligation for operators to establish such a unit responsible for the following matters:

- handling consumer complaints;
- protecting consumers’ assets and data;
- conducting consumer education; and
- carrying out other consumer protection-related functions.

These functions may be combined with other organizational units or functions, and operators must ensure that any such arrangement avoids conflicts of interest. Furthermore, operators are obliged to ensure that personnel performing consumer protection functions receive appropriate training and that sufficient budget is allocated for such training in the relevant financial year.

Key takeaways

- PBI 6/2026 broadens the scope of consumer protection by expanding the definition of operators beyond payment service providers to include PJP, PIP, and commercial banks. It clarifies that operators cover both service providers facilitating payment transactions and entities operating fund transfer infrastructure.
- PBI 6/2026 expands liability to also cover third parties collaborating with operators in delivering products and/or services.
- PBI 6/2026 requires standard agreements to be fair, balanced, and clearly disclosed to consumers. It also requires compliance testing to ensure clarity and prevent unfair clauses.
- PBI 6/2026 significantly enhances consumer data protection by introducing comprehensive rules on data collection, use, sharing, and safeguards. Additionally, it strengthens cross-border data transfer requirements by requiring regulatory equivalence, adequate safeguards, or consumer consent.

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