

IMPLEMENTATION OF GENDER MAINSTREAMING IN REALIZING SUSTAINABLE DEVELOPMENT OBJECTIVES IN PEKANBARU

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Abstract

The increase in cases of violence against women in the household, the unavailability of services for victims optimally, and the limited empowerment of women victims of sexual violence in Pekanbaru City are the phenomena behind this research. This research is qualitative research to explain the implementation of gender mainstreaming in the city of Pekanbaru to realize one of the sustainable development goals (SDGs), namely gender equality, with the target of eliminating sexual violence in public and private spaces. The informant determination technique was carried out by purposive sampling and snowball sampling. Using qualitative descriptive analysis techniques to describe certain things with data obtained through observation, interviews, and documentation. The results of the study state that the implementation of gender mainstreaming in realizing the SDGs goals has not been carried out optimally, with indicators stating that the problem of achieving gender equality through eliminating sexual violence in public and private spaces is difficult to resolve, there is clarity and detail in controlling the ability of policies to develop the implementation process as well as the existence of various factors outside the policy variables that affect the implementation process.

Keywords: *Implementation; Gender Mainstreaming; Sustainable Development Goal; Sexual Violence*

INTRODUCTION

Indonesia is a potentially developing country in Southeast Asia that has adapted and is committed to supporting the implementation of the Sustainable Development Goals (SDGs) (Jusman, 2019). The form of commitment implemented by Indonesia is contained through the implementation of strategic steps since the end of 2016. It is applied to all regions in Indonesia with reference to the principle of decentralization which also provides opportunities and authority for the regions to organize their government. Regional Autonomy makes regions in Indonesia successful in carrying out sustainable regional

development and have greater authority to regulate their government, especially district/city governments (Said et al., 2016; Susiana, 2011).

Pekanbaru is one of the regions committed to realizing and implementing the SDGs. This implementation is accompanied by the regional authority to carry out sustainable development with the principle of decentralization which has been in effect since 2001 (Perwako Pekanbaru, 2018). Regional development will continue to pay attention to the balance between the dimensions of life in terms of economic, social, and environmental aspects (Akhmad Fauzi, 2014). Human Resource Development is one of the developments that also require a significant role from the Government. The Government is trying to create people who can work hard, are dynamic, productive, skilled, master science and technology, and are supported by industrial cooperation and global talents (Kementerian pemberdayaan perempuan, 2019). Human development also includes expanding access to various opportunities and choices without discrimination, subordination, and marginalization between men and women (Bako & Syed, 2018; Zainal et al., 2020).

Achieving gender equality and empowering women is the fifth goal of the SDGs (Nasrullah, 2021). The development will not be achieved if the state cannot realize gender equality. As an effort to achieve this goal, there are several targets set out, namely elimination of all forms of violence against women in public and private spaces, including trafficking in persons and sexual exploitation and various other types of exploitation such as physical violence and emotional violence (Kementerian pemberdayaan perempuan, 2019; Said et al., 2016). Violence against women will cause various problems that will hinder the realization of gender equality and empowerment of women and children. The facts that occurred in Pekanbaru City indicate that there are still problems around gender equality that require attention from various stakeholders regarding cases of sexual violence in Pekanbaru.

The Pekanbaru Mayor Regulation in 2018 stated increased violence against women in the household, sexual abuse, physical and psychological abuse, child custody, and neglect of children and women in 2015-2017. Supported by data released by the Office of Women's Empowerment, Child Protection and Community Empowerment (DP3APM),

Pekanbaru, found an increase in cases of sexual violence against women and children since 2014–2020 as follows:



Figure 1

Increasing Cases of Sexual Violence Against Women and Children Since 2014–2020

Source: Office of Women's Empowerment, Child Protection, and Community Empowerment (DP3APM) Pekanbaru.

The increase in cases of sexual violence in the city of Pekanbaru in 2014–2020 has several reasons, including because services for women and children victims of violence have not been provided optimally, and the empowerment of women victims of sexual violence is still limited. This data triggers the Pekanbaru local government to review the commitment of the Pekanbaru government through the implementation of the gender mainstreaming strategy adopted by the local government to maintain, improve and eliminate inequality in the quality of men and women. At the same time to integrate gender as a policy to support development.

The Government of Pekanbaru City has drawn up a Regional Action Plan (RAD) for Gender Mainstreaming as a strategy to achieve gender equality aimed at accelerating the slogan of Sustainable Development Goals/SDGs (Perwako Pekanbaru, 2018). The Pekanbaru City Gender Mainstreaming Action Plan for 2018–2022 was prepared to achieve several targets, such as:

1. Encouraging the implementation of laws with a gender perspective in Pekanbaru City;
2. Strengthen the network of gender mainstreaming institutions including integration programs and activities in Pekanbaru City;
3. Strengthen commitment to gender responsive budgeting in the Regional Government/Governmental Institutions/Non-Governmental Institutions in Pekanbaru City;
4. Increased ability to integrate gender issues in Programs/Activities of Local Government/Governmental/Non-Governmental Institutions in Pekanbaru City;
5. Availability of gender and child statistics in Pekanbaru City;
6. Implementation of gender mainstreaming in development in accordance with gender responsive planning and budgeting in Regional Governments/Governmental Institutions/Non-Governmental Institutions in Pekanbaru City.

Implementation of gender mainstreaming is carried out to integrate gender as a policy to support development. Because fair and sustainable development must also guarantee women's access to productive resources and equal participation rights with men (Bappenas, 2020). Based on this, the formulation of this research is how to implement gender mainstreaming in Pekanbaru, realizing gender equality through eliminating sexual violence in public and private spaces to realize gender equality in Pekanbaru.

METODS

This research is qualitative with a descriptive approach that will provide in-depth details of the research results and aims to examine and understand more deeply the meaning of some individuals or groups of people who come from social problems (Creswell, 2009). Data sources were obtained through two types: primary data obtained through direct observation and interviews with six informants using two techniques, namely, purposive sampling, followed by snowball sampling. In contrast, secondary data was obtained through library research. Based on documents and official reports regarding the Operational Standards of Public Service Technical Implementation Units for the

Protection of Women and Children in Pekanbaru, Operational Standards for Gender Mainstreaming, Mayor Regulations concerning the Implementation of Gender Mainstreaming in Pekanbaru, books on gender equality, scientific works, and national journals and international government websites and official reports of relevant international organizations. The data analysis technique is carried out through data collection, presentation, and understanding of the data to draw and verify conclusions.

RESULT AND DISCUSSION

The goals and targets contained in the Sustainable Development Goals (SDGs) are related to each other (Nasrullah, 2021). When one development target is achieved, it will influence the achievement of other goals and targets and vice versa. The demand for policy implementation to improve gender equality at the global, national, and local levels is a new stimulus to achieve one of the SDGs goals, precisely the 5th goal dedicated to achieving gender equality and empowering all women. Pekanbaru, as one of the regions in Indonesia, strives as optimally as possible to realize these goals and targets by staying focused on regional development priorities and achieving SDGs nationally through the implementation of Gender Mainstreaming.

The implementation of gender mainstreaming is intended so that all development programs that are being planned can be implemented by taking into account the opportunities and access for men and women to development programs, accompanied by controls and benefits that continue to pay full attention to the experiences, aspirations, needs, and problems of women and men to eliminate all forms of violence.

Tractability of The Problems

The realization of gender equality through the target of elimination of all forms of violence against women in public and private spaces, including trafficking in persons and sexual exploitation and various other types of exploitation, is a problem that is not easy to solve and control. This problem is because, from the beginning, it involved a very complex rational and emotional process, requiring a long process of prevention, control, and problem-solving.

The nature of the problem, which is technically challenging to control, will certainly affect whether or not it is easy to implement gender mainstreaming as a strategy to achieve gender equality. International law categorizes sexual violence as a case of serious human rights violations because the victims of crimes have their human dignity damaged. The types of sexual violence cases with the number of cases in 2021 nationally can be seen as shown below:

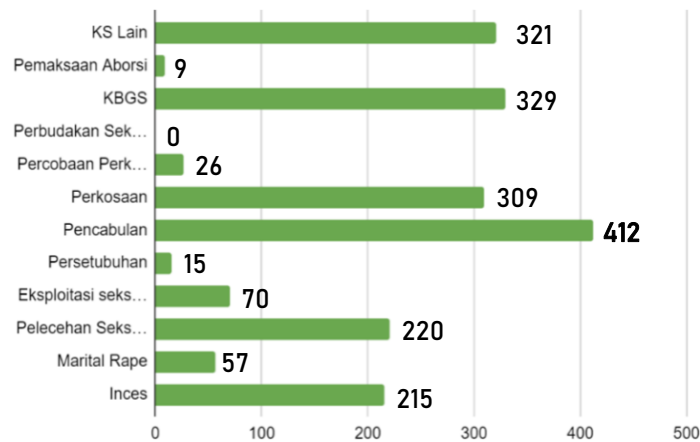


Figure 2 Types of Sexual Violence

Source: Catahu 2021, Komnas Perempuan

The picture above states the types of sexual violence cases that occur, such as forced abortion, Cyber Gender-Based Violence, which is a form of harassment and violence related to gender motives and carried out online or in cyberspace, sex slavery, attempted rape, rape, obscenity, intercourse, sexual exploitation, sexual harassment, marital rape or domestic rape and incest or incest. The type of obscenity case is the highest sexual violence case, amounting to 412 cases in 2021. Based on the complaint report in January 2022, several cases were found with the distribution of types of sexual violence cases in the sub-districts of Pekanbaru City, as shown in the image below:



Figure 3. Types of Sexual Violence Complaints Cases in Pekanbaru City in January 2022

Source: UPT DP3APM Complaint Report Pekanbaru



Figure 4. Locations of Sexual Violence Complaints Cases in Pekanbaru City in January 2022

Source: UPT DP3APM Complaint Report Pekanbaru

The two images above state that 26 cases of sexual violence occurred in January 2022, with seven cases involving children's rights, domestic violence, physical, psychological, and sexual violence against women, kidnapping and trafficking, and child neglect in 9 sub-districts. In Pekanbaru City. The sub-district of Rumbai is the sub-district with the most cases of sexual violence in Pekanbaru City. The rise of sexual violence cases in Pekanbaru City proves that with the implementation of gender mainstreaming that the

government is pursuing, cases of sexual violence in public and private spaces are still technically tricky cases to solve.

The target group in the implementation of gender mainstreaming is homogeneous, or this implementation only involves local government ranks, namely to intervene in all Regional Apparatus Organizations and Subdistricts in Pekanbaru City. Although the type of target group is not diverse, it still creates a variety of behaviors and responses in the implementation of gender mainstreaming. One of the targets for achieving the target is that all Pekanbaru City Governments, namely 33 Regional Apparatus Organizations and 12 Districts, must implement gender mainstreaming in their respective work units and apply it in the community. The percentage of the total population, according to the Department of Population and Civil Registration of Pekanbaru City in the Sectoral Statistics of Pekanbaru in 2019, is 959,830 people. The total population in Pekanbaru is the number of behavioral changes that are desired to be able to understand and be part of the realization of the implementation of gender equality and prevent sexual violence in public and private spaces with the following details:

Table 1. Total Population in Pekanbaru City in 2019

No	Districts	Sex		Total (Person)
		Men	Women	
1.	Sukajadi	23,596	23,724	47,320
2.	Pekanbaru Kota	13,189	13,247	26,436
3.	Sail	11,553	11,883	23,436
4.	Lima Puluh	21,491	21,702	43,193
5.	Senapelan	18,719	19,234	37,953
6.	Rumbai	35,393	33,910	69,303
7.	Bukit Raya	47,002	47,044	94,046
8.	Tampan	92,887	91,224	184,111
9.	Marpoyan Damai	65,676	64,996	130,672
10.	Tenayan Raya	70,023	68,442	138,465
11.	Payung Sekaki	47,918	47,419	95,337
12.	Rumbai Pesisir	35,022	34,536	69,558
Total		482,469	477,361	959,830

Source: Dinas Kependudukan dan Pencatatan Sipil Kota Pekanbaru dalam Data Statistik Sektorial Kota Pekanbaru Tahun 2020

The total population of Pekanbaru City in 2019 stated that the male population was 482,469 people, more than the total female population in Pekanbaru City. The implementation of the gender mainstreaming strategy is used to eliminate the gap between

the overall male and female population in Pekanbaru City in accessing and obtaining development benefits, participating and participating in controlling the development process, and mastering access to development resources, including information, technology, finance, and others.

Ability Of Statute to Structure Implementation

The implementation of gender mainstreaming in Pekanbaru City has been able to structure the implementation process in a clear and detailed manner to facilitate the implementation process. It makes it easier for executors to understand and apply it in the form of concrete action. Gender mainstreaming implementation process begins when the policy is established and has an excellent legal umbrella as theoretical support for its implementation. The official objectives of gender mainstreaming implementation are clearly and consistently formulated, play a vital role in evaluating programs, provide concrete guidelines for implementing officials, and act as a source of support for the goals themselves. Because in the flow, the behavior of the target groups will be in line with the agreed guidelines. The legal umbrella for the Preparation of a Gender Mainstreaming Regional Regulation Plan in Pekanbaru City to realize the SDGs is based on the following legal basis:

Table 2. Regional Regulations for Gender Mainstreaming in Pekanbaru City

No	Regulations
a)	Undang-Undang Dasar 1945
b)	Undang-Undang/Peraturan Pemerintah Pengganti Undang-Undang Undang-Undang/Peraturan Pemerintah Pengganti Undang-Undang
	1. Undang-undang Nomor 7 Tahun 1984 Tentang Pengesahan Konvensi Mengenai Penghapusan Segala Bentuk Diskriminasi Terhadap Perempuan
	2. Undang-Undang Republik Indonesia Nomor 39 Tahun 1999 Tentang Hak Asasi Manusia
	3. Undang-Undang Nomor 23 Tahun 2004 Tentang Penghapusan Kekerasan Dalam Rumah Tangga
	4. Undang-Undang Nomor 25 Tahun 2004 Tentang Sistem Perencanaan Pembangunan Nasional
	5. Undang-Undang Nomor 26 Tahun 2004 Tentang Pembentukan Kota Pekanbaru
	6. Undang-Undang Nomor 12 Tahun 2011 Tentang Pembentukan Peraturan Perundang-Undangan
	7. Undang-Undang Nomor 23 Tahun 2014 Tentang Pemerintah Daerah
c)	Peraturan Pemerintah :

	1. Peraturan Pemerintah Nomor 12 Tahun 2017 Tentang Pedoman Pembinaan Dan Pengawasan Penyelenggaraan Pemerintahan Daerah
	2. Peraturan Presiden Nomor 87 Tahun 2014 Tentang Peraturan Pelaksanaan Undang-Undang Nomor 12 Tahun 2011 Tentang Pembentukan Peraturan Perundang-Undangan
d)	Instruksi Presiden :
	1. Instruksi Presiden Nomor 9 Tahun 2000 tentang Pengarusutamaan Gender
	2. Instruksi Presiden Nomor 5 Tahun 2010 tentang Rencana Pembangunan Jangka Menengah Nasional
e)	Peraturan Menteri Dalam Negeri :
	1. Peraturan Menteri Dalam Negeri Nomor 15 Tahun 2008 Tentang Pedoman Umum Pelaksanaan Pengarusutamaan Gender Di Daerah, sebagaimana telah diubah dengan Peraturan Menteri Dalam Negeri Nomor 67 Tahun 2011 tentang perubahan atas Peraturan Menteri Dalam Negeri Nomor 15 Tahun 2008 Tentang Pedoman Umum Pelaksanaan Pengarusutamaan Gender Di Daerah
	2. Peraturan Menteri Dalam Negeri Nomor 86 Tahun 2017 tentang tata cara perencanaan, pengendalian dan evaluasi pembangunan daerah.

The table above details the legal umbrella for preparing the gender mainstreaming regional regulation plan in Pekanbaru, which is the basis for the gender mainstreaming implementation process and theoretical support for the implementers. Existing theoretical support can serve as a guideline for gender mainstreaming implementation. It will show how policymakers play a significant role in achieving goals by utilizing the authority they have to structure the gender mainstreaming implementation process precisely and precisely following what has been agreed.

Based on the recap of the gender-responsive program and activities of the Pekanbaru Regional Apparatus Organizations in the 2020 fiscal year, it states that the amount of the budget allocation is Rp. 132,688,931,785 and is still not fully resolved because, in one year, it can only carry out 69 Programs and 161 Community Empowerment activities based on the Rukun Warga (PMBRW) by 33 Regional Apparatus Organizations and 12 Districts of Pekanbaru (DP3APM, 2020). The financial resources or budget for implementing gender mainstreaming in Pekanbaru City come from the Regional Revenue and Expenditure Budget (APBD) and are used to support gender mainstreaming implementation.

There is linkage and support between implementing agencies for gender mainstreaming implementation. Gender mainstreaming institutionalization is the presence of Working Groups and Focal Points in each of the local government agencies/ Regional Apparatus Organizations of Pekanbaru City. The Working Group becomes a forum for discussion and agreement makers and proposed recommendations in decision-making by the mayor. Meanwhile, the focal point is someone appointed to be the driving force for gender mainstreaming in their organizational unit or Regional Apparatus Organizations, who is also a liaison with the gender mainstreaming Working Group. The working group in Pekanbaru City is determined following the Mayor's Decree. Meanwhile, the focal point in each Regional Apparatus Organizations is determined based on the Decree of the Head of the Regional Apparatus Organizations.

The overall recruitment of implementing officials is carried out following the basic foundation of gender mainstreaming implementation, which is then determined by the Mayor's Decree and the Head of the Office of each Regional Apparatus Organizations. This process often creates problems because each of the elected implementing officials is often people who are still new to gender mainstreaming, and it takes a relatively long time to start caring about and prioritizing the issue of gender equality in the world of government and society. Meanwhile, access for external groups to participate is minimal because, from the beginning, gender mainstreaming only intervened with Regional Apparatus Organizations and sub-districts. It is quite the opposite because, in essence, a program that are able to create opportunities for the community to be involved will relatively receive support from a program that do not involve the community.

Non-Statutory Variables Affecting Implementation

Variables outside the policy significantly affect the process of implementing gender mainstreaming in realizing gender equality through eliminating sexual violence in public and private spaces in Pekanbaru. These variables are the socio-economic conditions of the community and the level of regional technological progress, community support in the implementation of gender mainstreaming, the attitude of the voter group, the support of superior officials, and the commitment of the gender mainstreaming implementer. This variable then becomes the basis for the need to bring gender integration into the activities

and development of Pekanbaru to overcome obstacles and prevent sexual violence in public and private spaces.

On the social aspect, it is known that the World Health Organization (WHO) has announced that the Covid-19 virus pandemic worldwide. Accompanied by the remarks of Indonesian President, Joko Widodo in his instructive remarks Indonesians to minimize non-essential activities outside the home. Including implementing an online Work From Home (WFH) work system. This policy is a strategic move by the government to prevent an increase in cases of the corona virus, as stated in the Circular of the Minister for Administrative Reform and Bureaucratic Reform No. 19 of 2020 concerning Adjustment of the Work System of State Civil Apparatus in Efforts to Prevent the Spread of Covid-19 in Government Agencies. The content is that State Civil Apparatus (ASN) can work from home or residence. It is very influential because the implementation of promoting and socializing gender mainstreaming in Pekanbaru City must be hampered and requires a reasonably long adaptation process to coordinate using existing virtual equipment considering the current pandemic situation.

While on the economic aspect, this research refers to the Human Development Index (HDI), which measures the increase in human capability to improve health, education, and economic capacity. In general, the human development of Pekanbaru City experienced a slight decline in 2020. The HDI of Pekanbaru City increased from 78.16 in 2013 to 81.32 in 2020. In the 2019-2020 period, the HDI of Pekanbaru experienced a contraction of 0.04 percent. The decline in HDI in Pekanbaru was due to a significant decrease in one of the components making up the HDI, namely in per capita expenditure caused by the decline in the quality of people's purchasing power due to the impact of the Covid-19 pandemic.

Meanwhile, in the technological aspect, the transformation of digital technology has shifted the pattern of social behavior in social life, including the development of digital technology that affects the implementation of gender mainstreaming in Pekanbaru. A digital service called E-Cikpuan is used to process internal data, spearheaded by the Office of Women's Empowerment, Child Protection and Community Empowerment (DP3APM) Pekanbaru and managed by the Technical Implementation Unit for Women and Children

Protection (UPT PAA) Pekanbaru City. E-Cikpuan is here as an innovation from the Pekanbaru government for internal data processing.



Figure 5. E-Cikpuan Digital Services

Source: DP3APM, 2022

E-Cikpuan's digital services begin with digital case registration and recording, followed by rapid case distribution, professional handling, and realistic case recording. This innovation is presented to improve the processing of complaint data by children and women, who are the responsibility of DP3APM. To be more optimal, transparent, efficient, responsible, and, most notably, following the code of ethics and operational standards of the Pekanbaru City DP3APM. The results of this data processing will be the basis for the local government to take appropriate actions and steps to handle and empower victims of violence by handling complaints and enforcing legal aid that has an impact on the implementation of gender mainstreaming in Pekanbaru City.

However, public support is getting less and less because the implementation of gender mainstreaming is definitive and cannot be directly felt by the benefits and conveniences for the community. The apathy and indifference of the people of Pekanbaru towards the implementation of gender mainstreaming are still found and have direct implications for specific changes in the objectives of the law and the policy outputs of gender mainstreaming implementing institutions. The patriarchal culture has constructed women in a weak bargaining position, and women's voices are not channeled through

formal decision-making mechanisms. It is not surprising then that the community's attitude towards the implementation of gender mainstreaming is still passive because the perception of gender bias is carried at the family, government, and community level at large, giving rise to gender problems such as subordination, marginalization, violence, double workload and stereotypes (labeling).

This situation impacts the lack of support from superior officials due to the lack of knowledge about the implementation of gender mainstreaming and the skills of superior officials in making goal priorities which in turn have an impact on the realization of priority goals. Implementing agency officials should have skills in making and realizing priority goals as a form of support for gender mainstreaming implementation in Pekanbaru.

CONCLUSION

Three sets of common factors demonstrate this. First, the problem of achieving gender equality through the elimination of sexual violence in the public and private spheres is difficult to control. Second, the ability of the policy to structure the implementation process in a straightforward and detailed manner, as well as the existence of various factors outside the policy variables that influence the implementation process.

As evidenced by 16 independent factors that can determine the probability of success of implementation, proves that the Implementation of Gender Mainstreaming in Realizing Sustainable Development Goals in Pekanbaru City originates directly from the central government.

If the fifth goal and target to realize gender equality and eliminate sexual violence in public and private spaces cannot be realized, then it is very unlikely that Pekanbaru will be able to meet the SDGs targets in the 2030s. Because gender equality is one of the pillars that must be prioritized and every one of the pillars in the SDGs will affect the development of the other pillars. Pekanbaru as a region that adopts sustainable development has an obligation to achieve all targets in the 17 pillars and 169 SDGs targets.

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