

ANALYSIS OF THE IMPLEMENTATION OF THE FAMILY QUALITY IMPROVEMENT PROGRAM IN REALIZING GENDER EQUALITY IN BANDUNG CITY

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Abstract

Gender equality is a development priority in various countries and is one of the main objectives of the Sustainable Development Goals (SDGs), especially SDG 5. In the Indonesian context, one of the key strategies to achieve it is through improving the quality of the family as a basic institution in the formation of social norms. This study aims to analyze the implementation of the family quality improvement program run by the Bandung City Women's Empowerment and Child Protection Agency (DP3A) and evaluate the extent to which the program reflects the principles of Gender Responsive Governance (GRG) and contributes to the achievement of SDG 5. Using a qualitative policy research approach, data were obtained through interviews with DP3A officials as well as studies of regulatory documents and statistical data. The research findings indicate that the DP3A plays a primary role as a coordinator within a cross-sectoral ecosystem encompassing other government agencies, community organizations, and pentahelix partners. Several programs, such as PUSPAGA (Fathers' School), Sekolah Ayah (Fathers' School), Sekolah Remaja (Youth School), and the Keluarga 2P (Family 2P) movement, have successfully improved parenting literacy and gender awareness. However, challenges persist, including budget constraints, minimal male representation in family programs, and low achievement of objectives such as the Gender Development Index (GDI). This article concludes that policy implementation has reflected GRG principles, but its impact on changing gender norms still requires ongoing intervention. Recommendations are provided for institutional aspects, service expansion, and strengthening data integration across agencies.

Keywords: Family Quality, Gender Equality, DP3A, SDG 5, Public Policy

INTRODUCTION

Gender equality is a strategic issue in development, particularly in large cities like Bandung, which face complex social dynamics, high urbanization, and challenges to family resilience. Data from the Statistics Indonesia (BPS) of Bandung City shows that the city's Gender Development Index (IPG) has been in the range of 80–84 in recent years, indicating that despite progress, the gender gap remains significant. Meanwhile, the number of cases of

violence against women and children has reached over 300 cases per year, highlighting the urgency of interventions that are not only curative but also preventive and transformative.

One of the government's strategies is to strengthen family quality through a family quality improvement program coordinated by the Bandung City Women's Empowerment and Child Protection Agency (DP3A). This program refers to PPPA Ministerial Regulation No. 7 of 2022 concerning Improving Family Quality and Home Affairs Ministerial Regulation No. 90 of 2019. DP3A does not operate independently but acts as a leading sector in cross-agency coordination, including the Civil Registration Agency (Dukcapil), the Food Agency, the Manpower Agency, the Social Affairs Agency, the Ministry of Religious Affairs, and various community organizations. However, the effectiveness of family programs in promoting gender equality at the family and community levels has rarely been studied in depth. Most previous studies have focused on addressing violence, empowering women, or gender-responsive budgeting. A research gap exists on how family quality improvement programs, as an upstream policy, can shape equitable family structures, support gender development, and contribute to the realization of SDG 5.

Therefore, this study aims to:

1. Understand the implementation of gender-based family quality improvement programs in Bandung City;
2. Analyze their compliance with the principles of Gender Responsive Governance;
3. Assess their contribution to achieving SDG 5.

IMPLEMENTATION METHOD

This theoretical study combines four main perspectives to analyze the implementation of family quality improvement programs in Bandung City. First, David Easton's Political System Model is used to examine how DP3A policies are formed through an input-process-output cycle. Community aspirations from Musrenbang, central regulations such as PPPA Ministerial Regulation No. 7/2022, and data on violence cases are inputs that are then processed through cross-sectoral planning and coordination, resulting in outputs in the form of parenting education services, PUSPAGA, Fathers' Schools, and violence prevention programs. This model helps clarify that the programs implemented are responsive to community needs.

Second, the concept of Gender Mainstreaming (PUG) is used to assess the extent to which DP3A policies and services comply with the principles of gender equality, particularly in terms of access, participation, control, benefits, and gender-responsive institutions. This perspective helps evaluate whether women and men receive equal opportunities and whether the programs are supported by gender-sensitive apparatus capacity and budgets.

Third, Mary Parker Follett's feminist public administration provides an understanding of the importance of cross-actor collaboration through the concepts of power-with and integration. This approach is relevant because the implementation of family programs by the DP3A involves a pentahelix network of other government agencies, communities, NGOs, and religious institutions, so that program effectiveness depends on coordination and collective strength between actors.

Fourth, Judith Lorber's gender equality theory positions the family as an arena for the social construction of gender. This perspective explains why interventions such as Fathers'

Schools, parenting education, and community-based violence prevention are crucial for changing gender norms that place domestic burdens on women and limit men's caregiving roles.

These four theories complement each other: Easton maps the policy process, PUG provides standards for evaluating equality, Follett explains the dynamics of collaboration in implementation, and Lorber provides the basis for changing gender norms through family practices. This theoretical framework allows for a more holistic analysis of the policy, institutional, and socio-cultural impacts of family improvement programs in Bandung City.

RESULTS AND DISCUSSION

The implementation of the family quality improvement program by the Bandung City DP3A demonstrates a strong policy structure based on PPPA Regulation No. 7/2022 and Home Affairs Minister Regulation No. 90/2019. Both regulations address five dimensions of family quality: legal structure, physical resilience, economic resilience, socio-psychological resilience, and socio-cultural resilience, all of which form the basis of the program design. DP3A data shows that services related to legal structure, such as socialization of marriage registration and birth certificates, are crucial because many immigrants still lack basic documents. In the physical resilience dimension, for example, coordination with the Food Service is carried out to meet family nutritional needs, especially in sub-districts with the highest stunting rates. Meanwhile, DP3A acts as a coordinator, not a direct implementer, as the technical implementation of each dimension falls within different agencies. This structure aligns with the collaborative public administration approach, as Follett argued, that the success of social policy depends on the integration of power and collaboration rather than the dominance of a single institution.

The complexity of implementation becomes even more apparent when considering the number of actors involved in family quality improvement governance. At the city government level, at least six agencies (DP3A, Dukcapil, Food Agency, Manpower Agency, Social Affairs Agency, and Ministry of Religious Affairs) work in a coordinated manner. At the community level, the PUSPA network, established by a Mayoral Decree, involves more than 50 partner organizations, including the Family Welfare Movement (PKK), Karang Taruna (Youth Organization), the Indonesian Ulema Council (MUI), the Breastfeeding Fathers' Community (PAD) community, religious institutions, and family counseling institutions (LK3). Furthermore, DP3A operates Women's Service and Empowerment Centers (Puspol PP) across 151 sub-districts and PEKA communities in 30 districts, demonstrating a broad institutional structure to support the program. However, interviews revealed coordination challenges, such as a lack of synchronization between data on poor women from DP3A and data on social assistance from the Social Affairs Agency, gaps in human resource capacity between districts, and budget constraints that prevent all Musrenbang program proposals from being accommodated within a single fiscal year.

Research results show that the family programs implemented by DP3A have varied outputs with significant quantitative achievements. PUSPAGA, established in 2017, receives more than 1,000 participants for counseling and education services annually, making it the service with the largest reach. High demand results in a waiting list that sometimes reaches 40–60 families per month, indicating a significant need for family counseling in the community.

Evaluations are conducted quarterly and annually, and service satisfaction scores (IKM) consistently exceed 80 points, categorized as "Good." The Fathers' School program involves approximately 50–80 male participants, representing an increase compared to the first year of implementation in 2021, when it reached only around 25 participants. The Youth School program, implemented through a collaboration between schools and sub-districts, also successfully reached hundreds of adolescents in 2022–2024. Furthermore, the 2P Family Movement exists as an effort to strengthen families in preventing violence, in line with the increasing number of cases of violence against women and children, which averages 300–350 cases per year in Bandung City.

Analysis based on the Gender Mainstreaming (PUG) framework also reveals measurable achievements and challenges. In terms of participation, women's involvement in family programs reached over 60% of participants in most activities, while men's participation remained relatively low, at only around 15–25%, particularly in parenting training. In terms of access, PUSPAGA provides free services and is the most accessible; however, its capacity of only 4–6 counselors is not commensurate with the growing community demand. In terms of control, DP3A recorded an increase in the number of women involved in village and sub-district planning forums; by 2023, approximately 35% of neighborhood unit (RW) representatives attending Musrenbang (Musrenbang) were women, up from 28% in 2021. However, the double burden on women remains an issue that cannot be addressed through educational interventions alone. In terms of benefits, increased parenting literacy can be observed through increased participation in various training programs, but the impact has not been significant in reducing the number of cases of violence, which remains stagnant at around 300 cases per year. Institutionally, the DP3A has implemented a gender analysis pathway in budget preparation; however, the portion of the gender-responsive budget in the Bandung City Regional Budget (APBD) remains relatively small, at less than 5% of the total social program budget. Therefore, collaboration with Baznas and pentahelix partners is an alternative financing strategy.

Linked to achieving SDG 5, the contribution of Bandung's family programs is clearly evident across several indicators. For target 5.2, concerning the reduction of violence, PUSPAGA services and the 2P Family Movement (Gerakan Keluarga 2P) are important prevention mechanisms, although case rates have not yet declined significantly. For target 5.4, concerning the recognition of caregiving work, men's participation in Fathers' Schools, reaching 80 participants per cohort, is an indicator of visible change. For target 5.5, concerning women's participation in decision-making, the increase in women's representation in village Musrenbang (Regional Development Planning Forum) from 28% to 35% within two years demonstrates progress. However, macro indicators such as the GPI remain stagnant at 80–84, while the Bandung City GDI has not shown a significant increase, indicating that structural impacts require a longer process and greater policy investment.

The study found that policies to improve family quality have met GRG principles, but have not been optimal in encouraging the transformation of gender norms. Several critical findings were identified:

1. Changes in Gender Norms that are Still Superficial

While progress has been made in changing gender norms in Indonesian society, these changes have only been superficial and have not yet reached the root of substantive changes in men's behavior. Even in everyday life, male-dominated behavioral patterns and power

structures remain very strong. Research by Aisyah (2024) shows that although women's empowerment and recognition of men's roles in the domestic sphere have progressed, achieving substantive equality remains a significant challenge. This is due to entrenched gender stereotypes, such as the ideal of masculinity that requires men to be the primary breadwinners and to be strong (not allowed to show weakness), which still influence how men view themselves. Often, the changes that occur are adaptive rather than transformational, so changes in men's behavior are still very limited and have not yet reached the root of change in depth.

Programs implemented by the DP3A, such as the Fathers' School, have been quite progressive in encouraging men to be more involved in the domestic sphere and adopt values of gender equality. However, changing men's behavior requires considerable time and consistency from various parties, such as families, communities, and government public policies. This is due to gender norms being deeply rooted in patriarchal culture, so the program does not automatically eliminate patriarchal culture. Furthermore, these behavioral changes are also influenced by education and life experiences.

While the Fathers' School program has demonstrated progressive progress, its implementation remains uneven, particularly in Bandung. Generally, the program is limited to certain groups or communities that are prepared and have access to it. This limitation poses a significant obstacle because superficial changes in gender norms currently occur only among groups already open to values of equality, while other segments of society remain untouched, and traditional norms are still maintained.

2. Dependence on Cross-Sector Coordination

In implementing gender equality and gender-based violence prevention programs, the Women's Empowerment and Child Protection Agency (DP3A) in Bandung City does not act as the sole implementer, but rather as a coordinator liaising with various sectors, so that the impact of the program is highly dependent on the capacity and commitment of related agencies, such as the Health Agency, Education Agency, and so on. This is in accordance with the results of interviews with DP3A family affairs officials, that programs in DP3A (in general) are more in the form of coordinators, for example, the legal structure of the family quality index, which is not all in DP3A because it overlaps with other agencies or institutions. However, this inter-agency or inter-agency synergy allows for overlapping authorities that hinder the clarity of roles and responsibilities between the agencies involved, causing program implementation to be less efficient if not managed properly.

The Follett approach can help understand how collective power between actors is built within the DP3A coordination space. This approach demonstrates that the collective power and effectiveness of an organization are built through coordination, negotiation, and integration between individuals or groups. In this case, horizontal coordination involving agencies or institutions of the same rank allows for open dialogue and negotiation, thus providing clarity regarding the roles and responsibilities of each agency or institution. Meanwhile, vertical coordination ensures that policy direction and program implementation flow in accordance with initial expectations, from the central level down to the sub-district and community levels. This negotiation process can be a means to address issues of overlapping authority.

Furthermore, this approach emphasizes synergistic collaboration, where the actors involved contribute optimally based on their specific capacities and functions, ensuring that the program is implemented effectively and in accordance with its initial objectives.

The mutual understanding and agreement built through ongoing dialogue can strengthen social and political legitimacy, thus assisting DP3A in implementing its programs.

3. Objective Indicators Not Yet Aligned with Subjective Output

Participants' perception-based evaluations of gender equality programs, often conducted through satisfaction questionnaires, often indicate high levels of satisfaction. This is because subjective evaluations tend to capture short-term individual changes, such as increased awareness after participating in the Fathers' School training. However, this subjective satisfaction does not always indicate broader structural changes, as such evaluations tend to focus on immediate experiences rather than long-term impacts on social norms and economic access. Conversely, the Bandung City Gender Development Index (GDI) has fluctuated in recent years. According to data from the Bandung City Statistics Agency (BPS), the GDI reached 94.81 in 2022, but decreased by 0.10 to 94.71 in 2023. While this data is still above the national average (91.85), this change indicates that the DP3A program has not substantially reduced the gap in access to education, health, and economic opportunities between men and women. In conclusion, this decline does not align with participants' positive perceptions with the overall reality of gender development.

The Gender Empowerment Index (GEM) also experienced a similar trend. In 2023, the GEM increased slightly from 72.36 (in 2022) to 73.01, but this figure remains below the national GEM (76.90). The GEM measures women's participation in various fields, such as economics, politics, and decision-making, indicating that empowerment remains suboptimal. Data from [opendata.bandung](#) demonstrates that gender-based family programs have succeeded in building individual awareness, but have not yet driven systemic change, such as increasing the number of women in the professional workforce or equal political participation, as domestic burdens, such as childcare and household care, remain predominantly assigned to women.

Overall, evaluation of the DP3A program requires a mixed method that combines participant perceptions with IPD and IGD tracking to identify gaps and strengthen long-term strategies. Through this approach, high satisfaction can be translated into tangible progress towards SDG 5, which focuses on improving women's economic access and changing social norms. Data from the Bandung City Statistics Agency (BPS) shows the urgency of evaluation reform so that programs not only satisfy participants but also encourage sustainable gender transformation.

4. Budget Constraints Hinder Program Scalability

Budget constraints are a major structural obstacle to expanding family quality improvement programs in Bandung City. Although services have reached the sub-district level, the Gender Responsive Budget (ARG) allocation for family development remains below 5% of total social spending approximately IDR 12–15 billion by 2024 indicating that gender equality issues have not received adequate fiscal priority. This limitation impacts human resource capacity, such as in PUSPAGA, which only has 4–6 counselors to handle hundreds of requests each month, lengthening queues and reducing the effectiveness of

handling urgent cases. A similar situation also occurs in Pati Regency, where despite the availability of funds, program implementation remains limited (Kurniawan & Fridiyanti, 2023).

Within a governance framework, Mary Parker Follett's power-with concept emphasizes the importance of collaboration to synergize limited resources. This is relevant to the role of DP3A as a cross-sector coordinator along with the Social Service, Food Service, religious institutions, academics, and communities in ensuring the integrated implementation of family programs. However, field findings indicate that fragmentation still exists, such as the lack of synchronization of data on poor women between agencies, which triggers duplication of costs and reduces the effectiveness of interventions.

This situation demonstrates the need for strengthened communication, digital data integration, and collaborative planning as recommended by gender-responsive budgeting literature, including the evaluation of the 2025 NTB ARG and the implementation of the PUG Regional Regulation No. 9 of 2025. Without governance reform and increased funding, family quality programs in Bandung City have the potential to fail to contribute significantly to the achievement of SDG 5.4. Moreover, national data shows that men's participation in domestic work is still below 20 percent, making comprehensive family interventions even more urgent.

5. More Evidence-Based Evaluation Mechanisms

Evaluation of the family quality improvement program at the Bandung City DP3A still focuses on administrative achievements and the quantity of activities. Indicators such as the number of PUSPAGA participants exceeding 1,000 per year or an IKM score above 80 do demonstrate service sustainability, but they fail to capture changes in parenting behavior and shifting gender norms within families. Reliance on quarterly and annual reports limits measurement of transformational impact, as evidenced by the stagnant Gender Development Index (GDI), which remains at around 80–84 (BPS, 2024).

The gap between administrative output and objective conditions on the ground also remains significant. Although programs like the Fathers' School program have received a positive response, the rate of violence against women and children remains high, with over 330,000 cases recorded nationally (Komnas Perempuan, 2024). Male participation in parenting and modern family planning is also low, at only around 2–3%. This indicates that changes in gender norms have not been optimal.

Interviews with program managers at the DP3A confirmed that evaluations still focus on the number of participants or the completeness of reports, without longitudinal data that can measure behavioral changes. Yet, the West Java SDGs report (2025) shows that only 37.5% of SDG 5 indicators have been achieved, reflecting the limited effectiveness of regional policies in driving substantial gender transformation.

Theoretically, David Easton's political system model emphasizes the importance of feedback loops to strengthen the policy cycle. In the context of DP3A, evidence-based evaluations should utilize gender-disaggregated data to inform program improvements such as the Fathers' School and the 2P Family Movement. However, the dominance of administrative indicators makes it difficult to systematically identify changes in parenting behavior, women's double burdens, and men's low involvement.

To improve the quality of evaluations, collaboration with academics is needed to develop a 2–3-year longitudinal study and utilize digital monitoring systems such as the West Java SDG Tracker. This effort can shift the evaluation focus from mere administrative accountability to substantive impact monitoring, while simultaneously strengthening local governments' contributions to achieving SDGs 5.2 and 5.5. This will ensure that the resulting policies have a stronger foundation and have the potential to create real change in gender equality at the family and community levels.

Based on the findings of this study, the implementation of family quality improvement policies in DP3A Bandung City requires holistic strategic recommendations to address challenges such as superficial changes in gender norms, fragmented coordination, indicator imbalances, budget constraints, and less evidence-based evaluations. These recommendations are designed to strengthen the principles of Gender Responsive Governance (GRG), by integrating Follett's perspective on power-with for collaboration between actors and Easton's model for evaluative feedback loops, to encourage substantive transformation of gender norms. The main focus is directed at interventions that have a long-term and measurable impact on the achievement of SDG 5, especially on targets 5.2 (reduction of gender-based violence), 5.4 (recognition of care work), and 5.5 (equal participation in decision-making).

1. Expansion of PUSPAGA capacity

DP3A needs to increase the number of professional counselors to at least 15–20 within the next two years, with support for strengthening gender-based counseling competencies and psychosocial sensitivity. PUSPAGA's capacity should be expanded to the village level through the integration of local facilitators to reach vulnerable families and accelerate responses to domestic violence. This step has the potential to reduce service queues, strengthen domestic violence prevention efforts, and ensure inclusive support services for all family groups.

2. Father-inclusive programs should be expanded

Men's involvement in parenting needs to be expanded through the implementation of affirmative paternity leave policies (adapting Presidential Decree No. 2/2025), the implementation of regional-based Fathers' Schools with the goal of significantly increasing enrollment, and collaboration with religious community-based institutions to establish father support networks. These interventions are crucial for disrupting patriarchal structures in the division of domestic roles, strengthening egalitarian family models, and encouraging more substantive changes in gender norms.

3. Strengthening integrated information systems

The development of an integrated family data system across government agencies is urgently needed to address information fragmentation and ensure evidence-based policy formulation. This system needs to link population, education, health, and women's vulnerability indicators in real time, starting with a pilot in five priority sub-districts. With Bappeda's coordinating oversight, this step can improve planning accuracy, increase public spending efficiency, and strengthen the equity of intervention targets.

4. Expansion of GRG funding

To ensure program sustainability, DP3A needs to expand funding sources beyond the regional budget (APBD) through the use of CSR and a pentahelix collaboration scheme formalized in an annual memorandum of understanding. This approach will close the funding gap caused by low ARG allocations, enable the replication of flagship programs like the 2P Family Movement, and foster innovative family empowerment services that are more adaptive to local contexts.

5. Integration of gender equality modules into schools

The DP3A, in collaboration with the Education Office, needs to mainstream gender equality education from elementary to secondary school through a gender literacy-based curriculum that emphasizes dismantling cultural stereotypes and understanding power relations within the family. Implementation of this module is expected to accelerate the internalization of equality values among the younger generation, reduce the risk of violence and discrimination, and strengthen women's participation in the public sphere.

6. Building long-term impact indicators Building long-term impact indicators

Program evaluation needs to shift from a focus on administrative outputs to measuring long-term impacts such as increased family resilience and changes in parenting behavior. Two- to three-year longitudinal surveys, the use of the SDG Tracker, and research collaborations with academics are needed to ensure data validity and strengthen feedback loops in the policy cycle. This approach will enhance the integrity of decision-making and ensure policies remain adaptive to social dynamics.

These recommendations, with the DP3A as the leading sector, have the potential to transform family quality improvement policies in Bandung City to be more substantive, collaborative, and evidence-based. Phased implementation, accompanied by external monitoring by the Ministry of Women's Empowerment and Child Protection, will enable the replication of good practices to other regions in West Java and ensure optimal contribution to the national agenda of gender equality and sustainable family development.

CONCLUSION

The family quality improvement program in Bandung City has been designed in accordance with regulatory mandates and reflects the principles of Gender Responsive Governance, which emphasizes the involvement of various parties in decision-making and activity implementation that takes gender sensitivity into account. In this context, DP3A plays a strategic role as a cross-sector coordinator, managing relationships between agencies and institutions within the family, women, and children ecosystem to ensure program effectiveness. Flagship programs, such as PUSPAGA (Family Learning Center), Father School, and Family 2P, have had a significant positive impact. This is done by increasing parenting literacy and awareness of gender equality among families and the community.

Despite positive progress, several challenges remain, such as the uneven distribution of programs, particularly in Bandung City, resulting in limited access for certain groups, limited budgets, the need for improved service quality, and low male participation. These challenges

should be evaluated to ensure the positive impacts on the community are more progressive than before. Furthermore, the program's contribution to achieving the Sustainable Development Goals (SDGs), particularly SDG 5 on gender equality and women's empowerment, has begun to be seen, but still needs to be strengthened by implementing strategies that focus on changing social norms and increasing economic access for women so that the impact can be more comprehensive and sustainable. Overall, the family quality improvement program implemented by the Bandung City DP3A, in collaboration with other agencies, can be considered a long-term strategy for achieving gender equality. Intersectoral collaboration and coordination that emphasizes the active participation of all stakeholders and a social change-based approach are key to success in overcoming social and bureaucratic obstacles, while supporting social transformation towards a more just and inclusive society.

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