

# The Model of Gender Mainstreaming

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THE MODEL OF GENDER MAINSTREAMING SOCIALIZATION FOR SOCIETY WELFARE  
(Study in Yogyakarta Special Region)

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<sup>1</sup>  
Abstract

The aim of this study is find training model of gender mainstreaming for the officers and staffs of departments in DIY. The qualitative method is used using Focus Group Discussion as data collecting and analyze models of gender mainstreaming trainings. The result is a gender budgeting training model which tested for 2 days. The participants are resource persons from NGOs and staffs fom departments of DIY province, including Bantul, Gunung Kidul, Kulon Progo and Sleman. All participants test results satisfied with the material, method and sources. Gender budgeting training result can be implemented in their respective offices. This model can facilitate in making the program work and implemented in a gender responsive planning, implementation and evaluation of programs, and supported by personnel in all agencies that have adequate knowledge about the gender mainstreaming, for the sake of harmony and well-being of society, especially in DIY province.

Keywords: gender mainstreaming, gender budgeting

### Introduction

Regional autonomy is expected to create a just and prosperous development for the people, both men and women, because it is the ultimate goal of the development process. Presidential Instruction Number 9/2000 on the implementation of gender mainstreaming in the development process is reinforced by Permendagri Number 15/2008 on the implementation of gender mainstreaming in the area as well as the Ministry Decree Number 119/2009 shows that the commitment of national and local government to achieve stronger development that provides justice and equality for all people regardless of men or women, in order to achieve a prosperous society.

Whether policies and programs or activities on the development in DIY province gender responsive already? We should pay attention that the beginning of decision-making process dominated by men. In village level they are men who invited to attend the Development Planning Meeting, so that the women's access is very small. Moreover, the number of women at the district level that will determine the development priorities of the program is very small (Partini, 2004: 321).

Komnas Perempuan noted that 64 of the 154 regional policies are discriminative, even criminalize women. Women are the most vulnerable in many situations because of power relations between men and women are unequal in the different spheres of life. Not surprisingly, various reports show the entire impact of poverty is that women that burdensome. Although there is a gender budgeting role in the whole process of the state, the majority of women are still in the position of having no voice and injustice. There is still discrimination and violence against women in various forms, political participation gap, the low quality of life, and the development of achievement gaps between women and men. Inequality of power relations is very important in the decision-making process, starting at the family level to national policy. As a result, public policy does not take into consideration the

different needs of women and men. Indonesia may not achieve prosperity, justice and progress in democracy when it does not consider the actual root of the whole problem, which is gender inequality. The root of the problems that exist in all countries is realized many experts throughout the world. In 1985 the Third World Conference on Women in Nairobi, for the first time proposed the concept of gender mainstreaming to promote gender equality. The idea was formally raised in the Fourth World Conference on Women and Development in Beijing, China, 1995. United Nations since 1997 appointed Special Advisor on Gender Mainstreaming (Maria Hartiningsih and Ninuk Pambudy, 2010).

Lestari, Dewi and Cahyaningtyas (2009) found that the implementation of gender mainstreaming in DIY province is not well implemented. There several causes that impede the implementation of gender mainstreaming in DIY province. First, the lack of political support, as reflected by the low allocation of funds for the gender mainstreaming program. This is caused by poor understanding of government agencies in defining what gender mainstreaming actually is. Most of them are still erred in interpreting gender mainstreaming program as program for women. It appears during the FGDs with offices in DIY province. When the facilitator asked all representatives from DIY to tell the gender mainstreaming program implementation in their respective offices almost all participants expressed programs for women designed by each department. Representatives from the Department of Tourism, for example, reveals a number of programs for women's activities in 2009, the community culinary training in Goa Mulo Gunung kidul district, Depok Beach and Trimulyo Bantul, Yogyakarta Diajeng Dimas competition, Jogja fashion week, World Food Day commemoration, title "Confidence with Beautiful Batik", and the traditional foods. Representatives from the Department of Labor and Transmigration coaching program suggests women victims of layoffs. They trained in batik and culinary skills in order to have economic independence (FGD, August 19, 2009).

The second obstacle is the lack of availability of human resources in the respective government agencies that have gender sensitivity. Availability of human resources gender perspective has not been evenly distributed across departments and government agencies. In general, their performance is also not maximized because most have not been able to empower and promote gender equality in the work environment. This issue relates to personnel transfer that are not always placed in the same position. In some cases employees are already trained for handle gender mainstreaming then move to another department or other part that is not associated with the gender mainstreaming programme. While new employee handling gender mainstreaming program has not yet understand what gender mainstreaming is.

The third constraint, is that most of the offices in DIY province do not have disaggregated data on the conditions of women and men. This condition impacts on the programs that are less precise because it is too generalize the needs of women and men (Zakiyah, 2009). Lack of disaggregated data lead policymakers find difficulty when it comes to gender-responsive budgeting.

In order to strive for the gender Mainstreaming program in DIY province the writer formulate the problem as follows: (1) what kind gender Mainstreaming socialization models that already implemented in DIY province? (2) What alternative models for gender Mainstreaming socialization to overcome gender Mainstreaming obstacles in Yogyakarta?

Gender Mainstreaming or gender Mainstreaming Strategy is a systematic way of encouraging gender quality, the most important base reaches eight Millennium Development Goals (MDGs), the international agreements signed by President Abdurrahman Wahid at UN

Headquarters in New York in 2000 (<http://cetak.kompas.com/read/2010/05/14/03402968/di.tengah.gelombang>. accessed on September 22, 2010).

According to Dewi (2006), gender Mainstreaming is a Strategy, approach, means of achieving gender quality, Gender Mainstreaming is the process of measuring and assessing the impact of each action plan, including legislation, policies and programs in all areas and levels (Silawati, 2006) Gender Mainstreaming is intended to make the needs and experiences of man and woman as an integral dimension in the realm of political, economic, social, legal and others so that women and men receive equal benefit from the various programs and policy development. According to Minister of PPPA, the ministry budget was Rp 50 billion in APBN Changing year 2010. According to Rencana Kerja dan Anggaran (RKA) ministry of PPPA, the allocation for protection section and children Rp.28.06 billion, capacity building Rp. 15 billion, legislation, gender Mainstreaming, as well as the fulfillment of child rights Rp. 3.94 billion, and the section of fulfillment of international commitments Rp 3 billion (<http://cetak.kompas.com/read/xml/2010/05/14/03412282/supaya.perempuan.tidak.terus.terbisukan>, accessed on September 22, 2010).

Strategy that has been done is through gender mainstreaming and gender responsive budgeting accordance with the Regulation of the Minister of Finance No.119 of 2009 on Gender Responsive Budgeting (GENDER BUDGETING). Thus desires, concerns, and aspirations of men and women can be accommodated in the planning and implementation of development, so the outcomes could provide the same effect for both men and women.

In order to unify the efforts of the various parties in implementing gender mainstreaming and gender responsive budgeting, necessary to develop a coordinated action plan, so that all efforts can be implemented optimally. It is required an understanding of the implementation of gender mainstreaming and gender responsive budgeting. In addition, it takes a commitment from local governments, NGOs and Universities (Center for Women's Studies) to implement gender mainstreaming and GENDER BUDGETING.

Gender is different from sex. In the case there is an issue of social construction, roles, access, construction of religious, cultural construction plays an important role. Gender focus is male and female. Gender may change from time to time in accordance places and cultures.

Planning and gender responsive budgeting includes 3 things (Aksara, 2010): (1) Specific (for special groups): The budget specifically allocated for gender budgetingalized groups or a specific gender group. (2) Affirmative: The budget allocated for capacity building efforts gender groups or certain gender budgetinginal groups. (3) Mainstreaming: The budget allocated for activities that impact is directly to gender budgetinginalized groups.

According to Aksara (2010) Gender roles are roles that have been made by certain groups (especially men and women) are in gender relations, in some point often be unfair; (1) Domestic is an area that often is within the scope of homework (washing, cooking, caring for children). This work is often not rewarded with money (unpaid work). (2) Reproductive work related to the reproductive organs. (3) Reproductive work is rewarded with money or the work produced / income generating. (4) Community work or activity that is related to community/social. (5) Politics is politics, including working in the area political education.

Gender sensitivity consists of (1); Gender bias that is an activity that could be made to other groups but only addressed to a particular group (eg: KB only for women). (2) Gender blind that are activities that do not pay attention (to the typical late-) beneficiaries. (3) Gender neutral that is an activity that does not care about the different needs of gender budgetinginalized groups. (4) Gender responsive or respond to typical late-gender groups /



certain mgender budgetinginalized groups are activities that pay attention and care to the typical late-groups with specific characteristics/ certain mgender budgetinginal groups (Aksara, 2010).

Realization of rights for poor compliance; (1) Progressive Realization: manifestations in the form of budgetary policy the government's obligation to continue to increase the budget allocation for social welfare. This increase is a real value. Not adjusted for inflation. (2) Full Use Maximum available: the realization of the government's budget policy is required as much as possible using the sources of income for the government budget expenditures related to the fulfillment of human rights such as education, health, employment, and others (Aksara, 2010).

Equipment / Tools for Monitoring and Evaluation of Gender Responsive Planning and Pro Against gender budgetinginal groups (Aksara, 2010): (1) **Access**: (a) Is the information on implementation planning forums at village / urban delivered to the citizens of both men and women and mgender budgetinginalized groups? (b) What percentage of the overall invitation to attend musrembang woman presented to residents, compared to the invitation addressed to the men and women and mgender budgetinginalized groups? (c) Any mgender budgetinginal group who received an invitation to attend? (d) Is the forums held within the friendly-time women and mgender budgetinginalized groups? (e) What other vulnerable groups are also facilitated in the musrembang? (2) **Participation**: (a) What is the percentage rate of the real presence of women and men in musrembang? (b) Is the list of participants present there are about the type of disorder (male or female)? (yes / No) (c) Are women who attended the event musrembang follow through to completion? (Yes / No) (d) What might be the barriers for women present in this forum? (e) Control is a control or authority or power to make decisions. (3) **Benefits** of the usefulness of sources that can be enjoyed optimally.

## Research Methods

This research is a kind of <sup>2</sup> evaluative research, which evaluates the implementation of the gender mainstreaming program in the era of regional autonomy in DIY province to map the obstacles that cause a need to control the implementation of the gender mainstreaming program in DIY province. Formulated from the results of the evaluation of alternative models for gender mainstreaming socialization in DIY province in order that the implementation of the gender mainstreaming runs better to improve the society welfare.

Primary data collected from interviews with the Head of the Gender Mainstreaming and Women Empowerment Society (BPPM) DIY. Focus Group Discussion (FGD) invited research subjects <sup>2</sup> as follows; Head of Women Empowerment and Society (BPPM) DIY province, Yogyakarta province Head Planning, Gender Mainstreaming in the DIY Forum, Forum region, gender mainstreaming training resource persons in DIY, women activists from NGOs. Data were collected through focus group discussion include, among others: The experience of the participants in attending various gender mainstreaming training ever undertaken by various stakeholders (governments and NGOs), training materials are received, the training method used, the response of the material substance of the training, the participant response methods of training, feedback after training/socialization, input from participants on gender mainstreaming training materials and methods appropriate and well gender budgetinginalized.

Secondary data collected from multiple sources is written as follows; gender mainstreaming socialization activity reports by BPPM DIY province, gender mainstreaming

advocacy activity reports by women NGOs, Internet Data regarding gender mainstreaming training programs in some places, in the country of Indonesia, as well as abroad.

Data were analyzed with descriptive-qualitative techniques, of all the data presented in the overall display of data, which is then reduced and which are not relevant to the subject matter under study and then made categorization. The next stage is to make the interpretations and conclusions of the study. Drawing conclusions from the results obtained while the idea of socialization models gender mainstreaming ever conducted in the province of Yogyakarta and result achievement. Conclusion regarding the socialization models gender mainstreaming and achievement outcomes combined with gender mainstreaming implementation constraint to formulate an alternative model of gender mainstreaming socialization in Yogyakarta province.

### The Result and Discussion

FGD regarding the evaluation of training programs of gender mainstreaming-gnder budgeting of Yogyakarta held on May 27, 2010. The participants that are invited consist of NGO activists, religious organizations and representatives of gender- mainstreaming in forum DIY province. They are divided into several groups to discuss the experiences they gained from the various training gender mainstreaming ever follow.

Some points prepared for the required participants: first, prior to training matters should be considered: (1) there should be a process for the preparation of pre, during training, and post training, (2) there is a separation between basic and advance participants, (3) balanced number of the total of male and female participants.

Second, training materials expected participants: (1) examples of real gender inequities in society that can inspire the spirit. Matter more is expected of the real situation on the ground, socialization act, rectification understanding that gender is not the same with women. (2) material on gender inequality experience of the various tribes. (3) Materials gender analysis (mosser, pathway) is described and its implementation details. (4) gender-based budgeting process with the goal of the level implementers and policy makers. (5) another important matter is gender and sexuality.

Third, effective methods are considered: (1) participants more active, a lot of discussion, (2) Model 30% lecture, 70% discussion better, because the material is more easily absorbed. (3) There is a game. (4) Using the media. (5) The material presented in the form of study. Respectively on education has included gender mainstreaming access whether or not the programs, (6) brainstorming opinions with other areas need to be developed. (7) visits the victims of gender inequality. (8) the training time in one activity a maximum of 3 days, then resumed at a later time. (9) There is a review of the material that has been presented. (10) designed holistically until the goal is reached. (11) If there is a workshop, just one day, the rest of training 3-5 days. (12) Sources should be friendly and attractive. (13) the place outside the office of the afternoon until the evening (for policy makers).

Based on input from FGD with representatives of The Department across DIY and NGO activists who have repeatedly followed or done gender mainstreaming training, it is formulated an alternative model. Models offered by this research aims to make gender mainstreaming program in the province of DIY can work well. Gender mainstreaming model in the form of training for personnel offices in all districts in the province of DIY with material and methods that can actually leads to a full understanding of the importance of gender mainstreaming. Training with concrete actions to implement gender mainstreaming in programs each Government Department.

### Phase Planning

In the preparatory phase of training researchers are collaborating with section gender mainstreaming society of Women Empowerment and provincial DIY for selecting participants will be invited to training. Selection is done by looking at the files roster trainee gender mainstreaming ever undertaken by BPPM. Taking into account, the criteria that the participants who will be invited should have the authority to take decisions. From each department invited 2 people, consisting of one person from level 1 policy makers and staff. In the development of the city of Yogyakarta deputy eventually was not invited because the city of Yogyakarta has a good reputation in the implementation of gender mainstreaming. Thus participants invited are representatives from Sleman Regency, Bantul Regency, Kulon Progo Regency and Gunung Kidul Regency. Each consisting of 1 person and 1 policy maker. Sex composition is also considered, so that the overall number of participants who are invited are women and men. During the preparation stage also discussed about the materials that are really needed by the participants so that the implementation of gender mainstreaming in government bureaus can work well. Materials deliberately chosen so that appropriate goals and objectives, but efficient in implementation. This is especially considering that personnel who occupy the capacity of policy makers will not be able to linger leave his duties in the office. Later in the preparatory stage of this research together with section of gender mainstreaming of BPPM picking facilitators and resource person are expected to make the atmosphere relaxed and enjoyable training, so participants absorbed the material well.

### Implementation

During the implementation phase of training, which of the informant among other are women activists and BPPM. Material is discussed, among others: (1) sex and gender differences, (2) the issue of gender inequality in the province, (3) gender responsive budget, (4) analysis of gender, (5) gender budget statement, (6) gender responsive budgeting, (7) the action plan for the gender budgeting.

According to research result by Lestari and Dewi (2010: 200), gender issues in the province, among others: (1) the low representation of women in public decision-making, (2) access primary education, (3) health services, (4) access protection of female workers, (5) women and children violences, (6) lack of protection of minorities. Inequalities in the distribution of roles in the public office is often the case: (1) the tendency of public space separation between men and women, (2) the key position in public office is still gender budgettingly dominated by men, (3) the balance number of employees, (4) women in traditional post (administration, health, education).

According to filed observations, access to health care is still an issue in some areas of the province. In many cases the need for women's health is not on a top priority. Not all poor people reached the People Health Insurance (Jamkesmas). Women who come to use the card for free so Jamkesmas deemed served less than optimal, when in fact the user still paid by the government, among aother sourced from public tax dollars as well. Is not appropriate when users should *nrimo* with the a health card services arbitrarily because they are free but not free.

In the field of protection of female workers, there is disparity in wages between men and women workers for the same work and the same duration of time. For example, male construction workers get paid every day Rp 35.000, but only Rp 25.000 for female workers. Trafficking in women and children is also still an issue. Why do women always traded and not



men? Currently appear new mode of female sales TKI/TKW sponsor system. Before TKW departure to work abroad, they are given money of 3-4 million, making it very attractive to prospective migrant workers. The mass media has a very important role in voicing the issues of gender inequality and women's interest. Highlighted the issue of the most recent five-year mass media is the issue of women in political institutions and violence against women /9Dewi, 2009: 231). Many women who experience violence are not reported due to fear of getting a title dowager. Widowhood also considered negative, so they (women) are reluctant to be a widow.

At this gender mainstreaming alternative training, participants are invited to understand the Gender-budgeting. There are some important points presented to the participants, as well as to arouse the awareness of the need for Gender Responsive budget. This suggest to raise awareness for the number of points, statements and participants are asked to respond (Sulistyo & Fatimah, 2010). The participants were then invited to see examples of gender responsive activities. One is the eradication of poverty in the empowerment of women farmers.

According to Aksara (2010) Gender Budgeting pioneered by Australian women by slipping document called budget statement to see is there any impact of previous policies against women. Philippines apply 5% of the budget for gender equality. In England called Child Tax Credit. In South Africa called the Child Support Grant. In Indonesia it is known after Kepmendagri number 132 of 2003 was revised to Permendagri No 15 of 2008 which requires a minimum of 5% of the budget in the budget area of gender mainstreaming. Gender budgeting is not a separate budget between men and women and does not always mean additional budget. Gender budgeting is more emphasis on equality issues. Gender budgeting is important for the following reason: (1) to contribute to poverty reduction and development goals, (2) accommodate the rights of vulnerable groups, (3) to contribute to the growth and equity, (4) to contribute to the empowerment of women, (5) increase the support of women in policy.

Gender issues will clearly express and implied in the goals and seen also on a separate indicator, the indicator that focuses on gender-related issues, for example, is domestic violence or encourage male involvement in family planning programs. Gender-sensitive data and aggregate the data are needed for gender budgeting. Women have access but no control, then it should be made so that women also have control and access.

Gender budgeting also be one way to accelerate the achievement of the MDG's because (Aksara, 2010):

- Focusing on vulnerable team (gender specific allocation, to the public, or a particular gender group)
- Contribute to the reduction of the gap (allocation affirmation and strengthening the capacity for high ranking official and context dependent problems)
- Encouraging benefits for all (general allocation to the public in order to utilize equal development between males and females).

Decision against female employees to be able to take time off after giving birth is a form of gender equality. When it works well given the simplicity employees who are breast-feeding women to be given a grace period of employment. The solution is to affirmation and capacity building to ensure access to and respect for men and women.

- Examples in the Department of Agriculture: Empowerment for women farmers.



- Examples of The Department of Education: acceleration for female teachers after maternity leave, the eradication of illiteracy in rural women.
- Examples of the Public Work Department: refineries river for housewives in the area of the river, the construction of rural market
- Examples of Social Affairs: victims of domestic violence training, skills training for street children.

Why budget approach in many countries an essential tool for promoting gender equality policy is an expression of the most solid. The more detail and keen to see the issue, it will seem that most who do not have access.

On the next day followed by a discussion session gender budgeting, especially gender budget statement. Gender budgeting analysis tool can be done by the local government and civil society to see how the impact of program in the community and what the source of the problem. Step integration of gender in the work plan: (1) see affairs, (2) determining the gender issue, (3) see main task and functions on education, whether official or technical institute, (4) determine the issues, programs and activities, (5) prepare the budgeting plan.

In analyzing the understanding of gender analysis tools to be very important. One is gender analysis pathway: (1) determine the general step, (2) data opener insights, (3) formulate gap factors, (4) formulate gender issues, (5) choose the policy objectives and efforts, (6) is the gap factor is included or not, (7) gender indicators.

The next step is to analyze gender responsive policies: (1) formulate a gender issue than a public service, (2) analyze policies related to gender issues, (3) assess the budget, (4) analyze whether the appropriate implementation of budget plan or not, (5) analyze the impact of changes arising from the budget.

In analyzing the impact of the budget needs to consider the following matters: (1) what benefits are gained both men and women, (2) is there any changes, (3) what are the gender issues that arise.

After the participants gain an understanding of sex and gender differences, gender inequality conditions in the province and the introduction of gender budgeting of DIY, all participants were trained to make gender responsive budget. The day before all participants have been informed to bring budget respectively. At the training sessions to make gender responsive budgeting all participants were asked to view, examine and evaluate each budget to see whether the proposed program is gender responsive or not. Furthermore, each participant trained to develop program based on the condition of gender responsive and scope of each department and presented and analyzed by all participants.

### **Evaluation Phase**

Almost all participants stated that they can absorb all the material well. Only a few participants suggested that Gender Budgeting Material is relatively difficult to understand. Most of the participants actually claimed that the material gender budgeting and GAP is very interesting and important to learn.

Although a small portion of participants said that the of gender budgeting is difficult, but the of the evaluation after the training showed that all the materials can be absorbed properly. All participants can explain the relationship between Justice and Gender Equality in development. They can also provide examples of activities based on three categories of expenditure of gender budgeting correctly. In addition all participants can also distinguish specific budget and budget affirmative. They can also answer well when asked to explain the *gender analysis pathway* (GAP) and then briefly explain the relationship between the GAP,

GBS, TOR and RKA. Quality answers by the participants is proof that the whole matter can be absorbed well by participants.

When writer asked about the follow-up to that they will do after training all participants responded that they would try to look at their budget and then conduct programs based on gender equality. Participants of the level of staff said that they would try to lobby leader in order to accommodate programs that are sensitive. While the participants of the level of policy makers stated that they will apply the programs to achieve gender equality.

### **Conclusion**

Gender Mainstreaming and training programs ever undertaken in the province of Yogyakarta has not fully take effect for the uplifting the living conditions of women in DIY province. Especially at the district level, the position of women is still relatively marginalized. At least it is visible from the living conditions of women in the district of Sleman, Bantul, Kulon Progo and Gunung. Meanwhile in the city of Yogyakarta, relatively good condition of women, as well implemented gender mainstreaming program in the city of Yogyakarta.

Based on the evaluation of various gender mainstreaming training that has been done in the DIY province shows that the training has been done is not right on gender budgeting, both from the aspect of materials, methods, and segment trainees. Weaknesses were found from the research why not gender mainstreaming training was effective because Participants are always changing and even more so the participants are not people who have the authority to make policy. This resulted after the training Materials that have been obtained by the Participants during the training could not be pursued.

The study then attempts to offer an alternative model of gender mainstreaming training with the hope of more effective in promoting gender equality. The main aspects of the model that emphasized this alternative is that participants must be someone who has the authority or be involved in decision-making, particularly in relation to the budget. The material is also summarized and deliberately chosen materials that will directly be able to change the fate of women.

From the results of training at least seen the indicators of success. This is evident from the participants enthusiasm, They were eager to follow throughout the material. Another indicator is that all participants properly absorb all material, proven from the answers they gave in the post test. Another important indicator is the commitment of all participants to follow up on the results that have been obtained in training. They were commitment to start looking at the budget in each Department and revise budgets more gender responsive.

# The Model of Gender Mainstreaming

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