

Gender Mainstreaming in Bureaucracy: A Bibliometric Analysis of the Past Two Decades

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ABSTRACT

This study examines the direction and development of research on gender mainstreaming in bureaucracy using a bibliometric approach. We analyzed 35 Scopus-indexed articles from 2004 to 2024, processing and visualizing data with VOSviewer to identify publication trends; global, regional, and local research patterns; influential journals; key authors and countries; and future themes. Results reveal five main findings. First, publications show sharp fluctuations but indicate a potential upward trend. Second, implementation varies across global, regional, and local contexts, underscoring policy adaptation. Third, Comparative European Politics, Gender Work & Organization, and Canadian Public Administration are top influential journals by citations, publications, and impact. Fourth, leading contributions come from the UK and United States. Fifth, underexplored topics like "gender equality policy" and "gender relations" offer future research potential. This study maps the scientific landscape of gender mainstreaming in bureaucracy, providing a strategic reference for academics, practitioners, and policymakers to strengthen bureaucratic policy and governance.

KEYWORDS

Gender Mainstreaming; Bureaucracy; Public Policy



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INTRODUCTION

Inclusive policies have become a crucial issue today, as awareness grows that equitable development cannot be achieved without ensuring the involvement of all groups in society, including women, people with disabilities, and other vulnerable groups (Ahmad & Islam, 2024; Ezati, 2023; Lauritzen & Guldvik, 2025; Mertens, 2023). An inclusive approach to public policy requires governments to consider equality not only from a formal perspective but also from a substantive perspective—namely, the extent to which policies respond to differing needs based on social, economic, and gender experiences (Heinzel et al., 2025; Scala & Paterson, 2017).

One form of inclusive policy is gender equality in development, which aims to provide equal space for participation and decision-making for women and men (Gupta & Vegelin, 2016; Popova, 2020). Gender equality itself is a global agenda affirmed as a cross-national and cross-sectoral commitment, closely linked to the Sustainable Development Goals (SDGs), particularly Goal 5 on gender equality. It is also a prerequisite for the sustainable achievement of other goals, such as quality education, decent work, economic growth, reduced inequality, and inclusive governance. In practice, this agenda demands gender mainstreaming.

Gender mainstreaming itself refers to an approach/strategy for realizing gender equality. Within a program, this initiative ensures a gender perspective is integrated at every stage, from gender analysis and program design to resource allocation and implementation, through to monitoring and evaluation (UN Women, 2022). Thus, gender equality is not simply a social justice issue but a development strategy that strengthens program effectiveness, increases

participation and protection of vulnerable groups, and accelerates the overall achievement of the SDGs.

In the context of bureaucracy, the principle of inclusivity implies that government structures, processes, and work culture must be open to diversity and guarantee equal opportunities for all officials without gender discrimination. The implementation of inclusive policies not only strengthens the legitimacy of the bureaucracy in the public eye but also increases policy effectiveness and innovation through the representation of broader perspectives in decision-making. Unfortunately, many government agencies still apply social norms that limit women's leadership roles, thus reinforcing patterns of discrimination (Colley et al., 2020). This stems from negative stereotypes about women's leadership abilities (Eklund, Barry, & Grunberg, 2017: 134).

In bureaucracy, the obstacles experienced by female civil servants are often rooted in internal institutional policies. Direct discrimination and unequal distribution of opportunities foster gender-based job segregation, while organizational culture and gender-biased stereotypes reinforce this and trigger the "glass wall" phenomenon—a situation in which women or certain groups are placed or concentrated in types of jobs or functions that restrict career mobility to higher management positions.

Several studies have found benefits from gender equality in public policy and bureaucracy, where gender representation in the bureaucracy contributes to improved social outcomes and overall societal development (Park & Liang, 2019). Gender diversity in public sector leadership is positively associated with organizational efficiency, transparency, and accountability in decision-making (Xu et al., 2024). This aligns with findings that increasing gender representation in government can result in policies that are more responsive and representative of the needs of diverse groups (Bisogno et al., 2023; Githui & Njuru, 2024), given that decisions affecting all sectors often have differential impacts based on gender (Herbert et al., 2022).

In policy formulation, applying a gender perspective to the policy analysis and formulation process plays a crucial role in strengthening inclusivity and ensuring that policy benefits are felt fairly by all individuals regardless of gender (Maritha, 2021; Melati & Asmorowati, 2023). Policies that integrate a gender perspective not only contribute to reducing social inequality but also increase the effectiveness of public policy implementation (Xu et al., 2024). Integrating a gender perspective into development plans can serve as a tool to increase opportunities for all genders in development (Purnama et al., 2024). Thus, gender mainstreaming in bureaucracy can support the creation of inclusive policies and positively impact bureaucratic performance.

Given the increasingly complex nature of public policy issues and the diverse needs of society, gender mainstreaming in bureaucracy is a crucial aspect in ensuring that the policy formulation and implementation process is inclusive and responsive to all groups in society. Integrating a gender perspective not only enriches policy analysis through a more comprehensive understanding of the differences in social experiences between men and women but also improves the quality of governance. This directly contributes to increased bureaucratic effectiveness, efficiency, and accountability, ultimately resulting in fairer, more participatory public policies that positively impact bureaucratic performance.

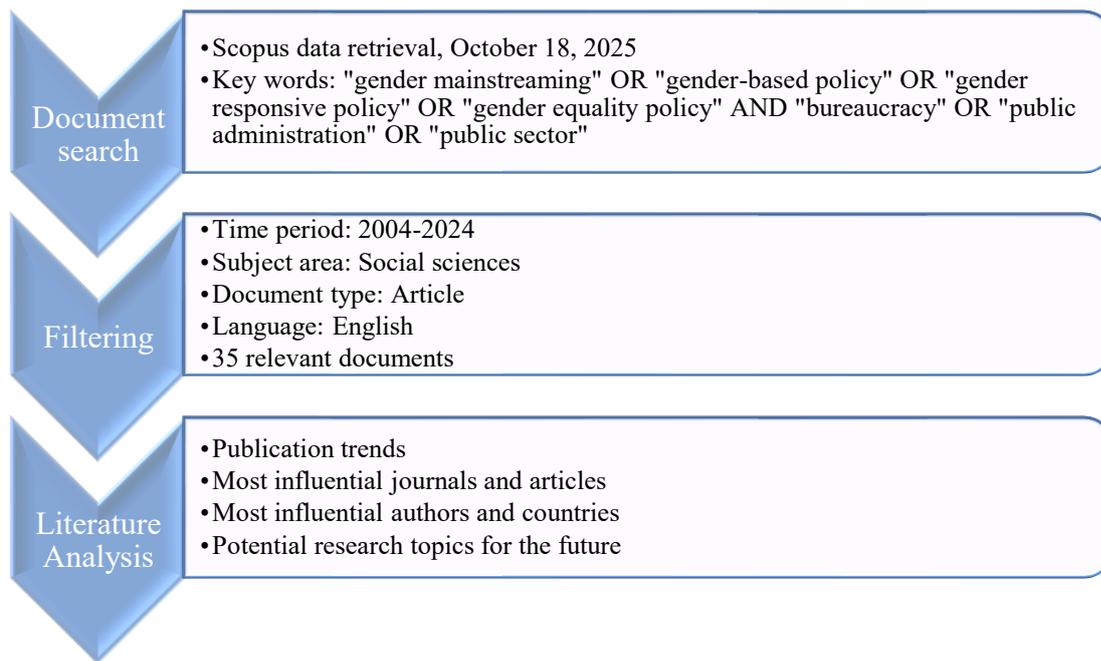
Numerous studies on gender equality have been conducted. However, research on bibliometric analysis of gender mainstreaming in bureaucracy remains limited. Bibliometric methods are considered highly effective in providing insight into variables within broad theories in specific scientific fields that have not been widely studied. These methods can also explain the written communication process and its development within a discipline (Zakiyyah et al., 2022).

The study by Kataeva, Z., Durrani, N., Izekenova, Z., & Roshka, V. (2024), entitled "Thirty years of gender mainstreaming: evolution, development, and future research agenda through a bibliometric approach," discusses gender mainstreaming in general in publications and research over a period of 30 years. The study by Widanti, N. P. T. (2023), entitled "gender equality issues and women's empowerment policies from 2000 to 2022," focuses more on gender equality and women's empowerment policies. Meanwhile, the study by Rasyid, S.B.A. (2022), entitled "gender equality in the global research publication: the bibliometric review and scientific visualization," focuses on gender equality in global publications/research in general. Thus, the previously mentioned studies do not explicitly discuss gender mainstreaming in bureaucracy. In this regard, the bibliometric study presented here offers novelty.

Based on the explanation provided, this study aims to analyze scientific literature to answer several questions: 1) What are the trends in scientific publications (journals) regarding gender mainstreaming in bureaucracy? 2) How is gender mainstreaming in bureaucracy portrayed in global, regional, and local contexts? 3) Which journals are most influential? 4) Who are the most influential authors and from which countries? 5) What are potential research topics for the future?

METHOD

The journal database research was conducted through the following stages: First, the researcher retrieved data from Scopus based on predetermined keywords ("gender mainstreaming" OR "gender-based policy" OR "gender responsive policy" OR "gender equality policy" AND "bureaucracy" OR "public administration" OR "public sector"); Second, the researcher filtered by limiting the range of years, fields of study, types of documents, and the use of English in writing to obtain 35 documents that met the search criteria; and Third, as the final step, the researcher analyzed the data obtained from the Scopus website through visualization and data analysis using the VOSviewer application. The visualization of these stages is as follows:



RESULT AND DISCUSSION

Publication Trends

Based on the results of data retrieval using Scopus from 2004 to 2024, organized by several categories, 35 scientific articles on gender mainstreaming in bureaucracy were found. The publication trend for gender-based policies in bureaucracy is illustrated in Graph 1 below:

Documents by year

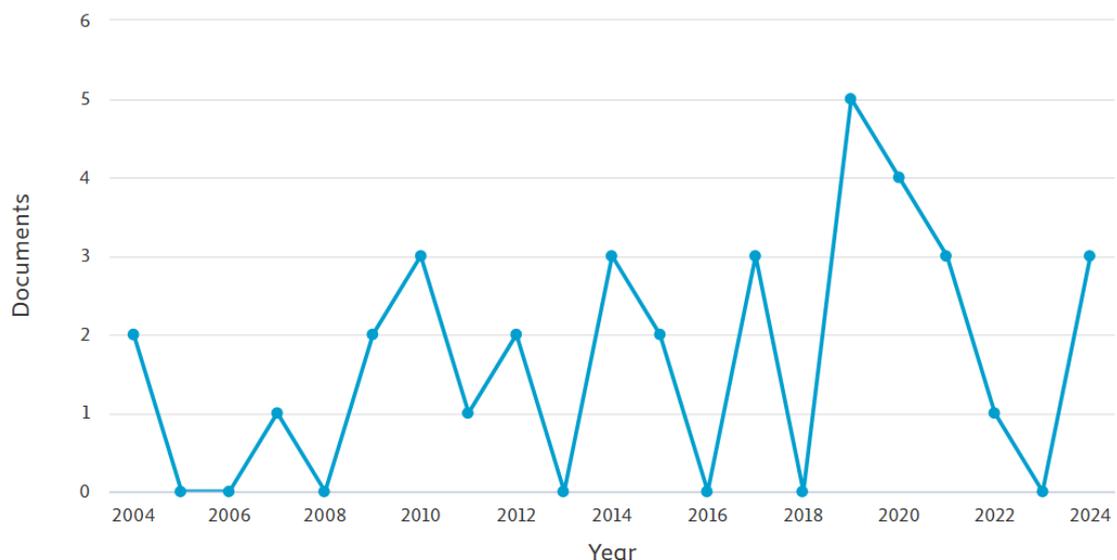


Figure 1. Number of publications on gender mainstreaming in bureaucracy

Chart 1 shows that 2004 marked the beginning of the emergence of Scopus-indexed research journals addressing the topic of gender mainstreaming in bureaucracy. Over time, publications in research journals on gender mainstreaming in bureaucracy have fluctuated significantly. In the initial period (2004–2008), productivity remained sporadic (0–2

articles/year). From 2009–2012, interest increased with a range of 1–3 articles per year. Then, a decline occurred in 2013 before rebounding in 2014–2015 (3 and 2 articles). In 2016, there was a decline to zero, but a rapid recovery occurred in 2017 (3 articles).

The most significant spike occurred in 2019, with a peak of 5 articles, followed by a gradual decline from 2020–2022 (4, 3, and 1). This phase can be influenced by several factors, including: regulatory pressures/global agendas, for example, the SDGs and gender mainstreaming in planning, which peaked before the pandemic, followed by disruptions to the research ecosystem during the pandemic, which hampered publication rates. After reaching a low point in 2023 (0), publications rebounded to 3 articles in 2024, indicating recovery and a potential upward trend.

Global, Regional, and Local Context about Gender Mainstreaming

The 35 Scopus-indexed research journals mentioned above reveal key points regarding gender mainstreaming in bureaucracy across global, regional, and local contexts.

Global Context

Studies on the European Union show that gender mainstreaming is effective when linked to incentives, mandates, and compliance mechanisms between institutions, rather than simply normative commitments. This underscores the importance of a policy architecture that enforces cross-unit coordination. Research on the transfer of equality policies to Muslim-majority countries emphasizes adaptation. Gender mainstreaming fails if it is simply "copy-pasted" without considering religious/cultural norms, labor markets, and institutional structures.

The concept of feminist bureaucrats demonstrates a "subversive accommodation" strategy to shift procedures, budgets, and indicators from within institutions and inspire realistic change management design. A gender perspective is positioned as a trigger/facilitator of innovation, useful for linking gender mainstreaming with a bureaucratic culture of innovation.

A discourse analysis of equality schemes in the UK healthcare sector shows that narrative terms/resolutions influence implementation, meaning that policy texts are not formalities but can frame actions. Gender inequalities in public services can persist despite policy, indicating that gender mainstreaming requires a combination of instruments such as incentives, accountability, and organizational culture interventions.

Regional Context

Europe (EU & Eastern Europe). In the EU, cross-institutional regulations and incentives are key to coordinating gender mainstreaming. Meanwhile, in Poland, "revised gender mainstreaming" demonstrates that domestic politics and transition influence sustainability, necessitating sensitivity to regime change and public discourse.

North America (Canada). Gender-Based Analysis (GBA) often stalls at the problem-framing and box-ticking stage; analyst capacity, data quality, and the mandate for GBA use in the budget cycle determine the impact and success of gender mainstreaming. In Muslim-majority countries (across regions), policy transfer requires the translation of values and institutions to address labor laws, family norms, and flexible work policies.

Local Context

In the local context, gender mainstreaming can be implemented through adaptations from global and regional contexts. For example, in Indonesia, with its culture of mutual cooperation, religious and customary diversity, and decentralized governance, gender mainstreaming needs to be translated into practices that are culturally sensitive and aligned with the Indonesian bureaucratic structure. This means that general principles such as cross-unit incentive design, Gender-Based Analysis, and accountability are applied with local language, actors, and mechanisms, for example, partnering with traditional/religious leaders to reduce resistance, incorporating a gender lens into public service SOPs (health, education, social assistance, MSMEs), and linking the results of Gender-Based Analysis with budget tagging so that recommendations truly influence fiscal decisions.

Most Influential Journal Publications and Articles

Based on the number of citations of highly reputable journals that are most influential in research on gender mainstreaming in bureaucracy, the top-ranked journal on gender mainstreaming in bureaucracy is *Comparative European Politics* (83), followed by *Gender, Work & Organization* (70 citations), *Canadian Public Administration* (49), *IDS Bulletin* (44), *SAGE Open* (32), *International Journal of Gender and Entrepreneurship* (29), *Current Sociology* (23), *Environment and Planning C: Government and Policy* (21), *European Journal of Women's Studies* (18), and *Development* (18). The ranking of the 10 highly reputable journals, based on the number of citations related to gender mainstreaming in bureaucracy, is presented in Table 1.

Table 1. Top 10 Most-Cited Journals

No.	Journals	Number of Citations
1.	<i>Comparative European Politics</i>	83
2.	<i>Gender Work and Organization</i>	70
3.	<i>Canadian Public Administration</i>	49
4.	<i>IDS Bulletin</i>	44
5.	<i>Sage Open</i>	32
6.	<i>International Journal of Gender and Entrepreneurship</i>	29
7.	<i>Current Sociology</i>	23
8.	<i>Environment and Planning C: Government and Policy</i>	21
9.	<i>European Journal of Women S Studies</i>	18
10.	<i>Development</i>	18

Looking at the list of citations per journal, we see a concentration of influence among a few key outlets. The total number of citations across the 10 journals is 387; the top three journals account for approximately 52.2% (202/387), while the top five account for approximately 71.8% (278/387). This indicates that references to gender mainstreaming in bureaucracy primarily circulate at the intersection of politics/public administration, work-organization studies, and development. The median citation value is 30.5 (the average of the two journals ranked 5–6), indicating a clear gap between the top and the tail of the distribution. The detailed list of the ten most influential articles on gender mainstreaming in bureaucracy is presented in Table 2 as follows:

Table 2. Top 10 Most Cited Articles

No.	Article Title	Writer	Journal	Number of Citations
1.	Mainstreaming gender in the european union: Getting the incentives right	Hafner-Burton, E.M., Pollack, M.A. (2009)	Comparative European Politics	83
2.	What's the problem with gender-based analysis? Gender mainstreaming policy and practice in Canada	Paterson, S. (2010)	Canadian Public Administration	49
3.	International Transfer of Policies and Practices of Gender Equality in Employment to and among Muslim Majority Countries	Özbilgin, M.F., Syed, J., Ali, F., Torunoglu, D. (2012)	Gender Work and Organization	47
4.	Subversively accommodating: Feminist bureaucrats and gender mainstreaming	Eyben, R. (2010)	IDS Bulletin	44
5.	Gender Stereotyping in Family: An Institutionalized and Normative Mechanism in Pakhtun Society of Pakistan	Hussain, M., Naz, A., Khan, W., Daraz, U., Khan, Q. (2015)	Sage Open	32
6.	A gender perspective as trigger and facilitator of innovation	Eriksson, A.F. (2014)	International Journal of Gender and Entrepreneurship	29
7.	Understanding, ownership, or resistance: Explaining persistent gender inequality in public services	Colley, L., Williamson, S., Foley, M. (2021)	Gender Work and Organization	23
8.	Constructing the gendered body? A critical discourse analysis of gender equality schemes in the health sector in England	Payne, S. (2014)	Current Sociology	23
9.	Women's enterprise: A critical examination of national policies	Wilson, L., Whittam, G., Deakins, D. (2004)	Environment and Planning C Government and Policy	21
10.	Gender mainstreaming revisited: Lessons from Poland	Rawłuszko, M. (2019)	European Journal of Women S Studies	18

Referring to the list of the ten most influential articles on gender mainstreaming in bureaucracy above, based on the number of citations, the top-ranked article on gender mainstreaming in bureaucracy (Hafner-Burton & Pollack, 2009) published in Comparative European Politics ranked first with 83 citations; followed by *What's the problem with gender-based analysis?* (Gender mainstreaming policy and practice in Canada) (Paterson, 2010) with 49 citations; and *International Transfer of Policies and Practices of Gender Equality in Employment to and among Muslim Majority Countries* (Özbilgin et al., 2012) with 47 citations. These top three articles accounted for approximately 48.5% of the total 369 citations, with an average of 36.9 citations per article and a median of 30.5.

The citation data shows a highly concentrated distribution, with Hafner-Burton & Pollack's work receiving the largest share of citations, demonstrating its status as a key reference on the topic of gender mainstreaming in bureaucracy. Furthermore, older articles (2004–2012) tend to garner higher citations than more recent works (2019–2021), which is understandable given their longer exposure time. Similarly, the diverse range of outlets, from politics/public administration (Comparative European Politics, Canadian Public Administration), organizations/work (Gender, Work & Organization), to development and

sociology (IDS Bulletin, Current Sociology), demonstrates that the issue of gender mainstreaming is highlighted across disciplines.

Most Influential Authors and Countries

Influential authors are first assessed by the number of citations for their published research. Based on Scopus data on gender mainstreaming in bureaucracy, the following is a list of 10 influential authors based on the number of citations, as shown in Table 3:

Table 3. Top 10 Most-Cited Authors

Rank	Paper	DOI	Total Citations
1.	Hafner-Burton, E.M., Pollack, M.A. (2009), in <i>Comparative European Politics</i> .	10.1057/cep.2008.37	83
2.	Paterson, S. (2010), in <i>Canadian Public Administration</i> .	10.1111/j.1754-7121.2010.00134.x	49
3.	Özbilgin, M.F., Syed, J., Ali, F., Torunoglu, D. (2012), in <i>Gender Work and Organization</i> .	10.1111/j.1468-0432.2010.00515.x	47
4.	Eyben, R. (2010), in <i>IDS Bulletin</i> .	10.1111/j.1759-5436.2004.tb00159.x	44
5.	Hussain, M., Naz, A., Khan, W., Daraz, U., Khan, Q. (2015), in <i>Sage Open</i> .	10.1177/2158244015595258	32
6.	Eriksson, A.F. (2014), in <i>International Journal of Gender and Entrepreneurship</i> .	10.1108/IJGE-09-2012-0045	29
7.	Colley, L., Williamson, S., Foley, M. (2021), in <i>Gender Work and Organization</i> .	10.1111/gwao.12553	23
8.	Payne, S. (2014), in <i>Current Sociology</i> .	10.1177/0011392114531968	23
9.	Wilson, L., Whittam, G., Deakins, D. (2004), in <i>Environment and Planning C Government and Policy</i> .	10.1068/c0415	21
10.	Rawłuszko, M. (2019), in <i>European Journal of Women S Studies</i> .	10.1177/1350506817752012	18

In addition to citations, an author's impact on a discipline can also be measured by the number of academic publications they have written. The following are the most influential authors related to gender mainstreaming research in bureaucracy, based on the number of publications recorded in Scopus, as illustrated in Chart 1:

Documents by author

Compare the document counts for up to 15 authors.

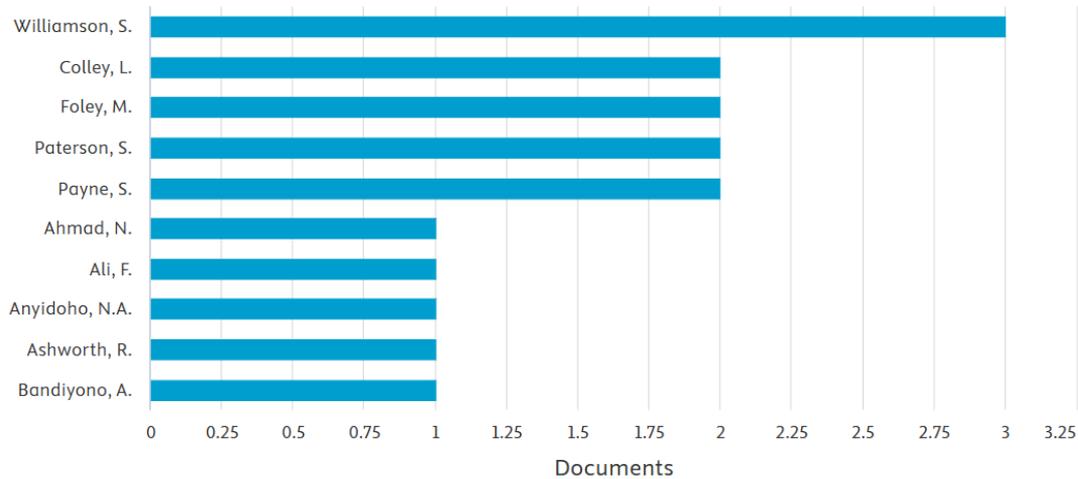


Figure 2. Authors with the Most Publications on Gender Mainstreaming in Bureaucracy

Based on the Scopus data above, Williamson, S. is the most influential author on gender mainstreaming in bureaucracy based on the number of publications, with 3 papers, followed by Colley, L.; Foley, M.; Paterson, S.; and Payne, S., each with 2 papers. Meanwhile, Ahmad, N.; Ali, F.; Anyidoho, N.A.; Ashworth, R.; and Bandiyono, A. each contributed 1 paper. Thus, when comparing Table 3 and Chart 1, a pattern emerges indicating that the number of publications does not always correlate directly with the number of citations.

Countries with the Most Authors

Based on the Scopus data obtained by the researcher, the countries with the most publications on gender mainstreaming are shown in Chart 2 below:

Documents by country or territory

Compare the document counts for up to 15 countries/territories.

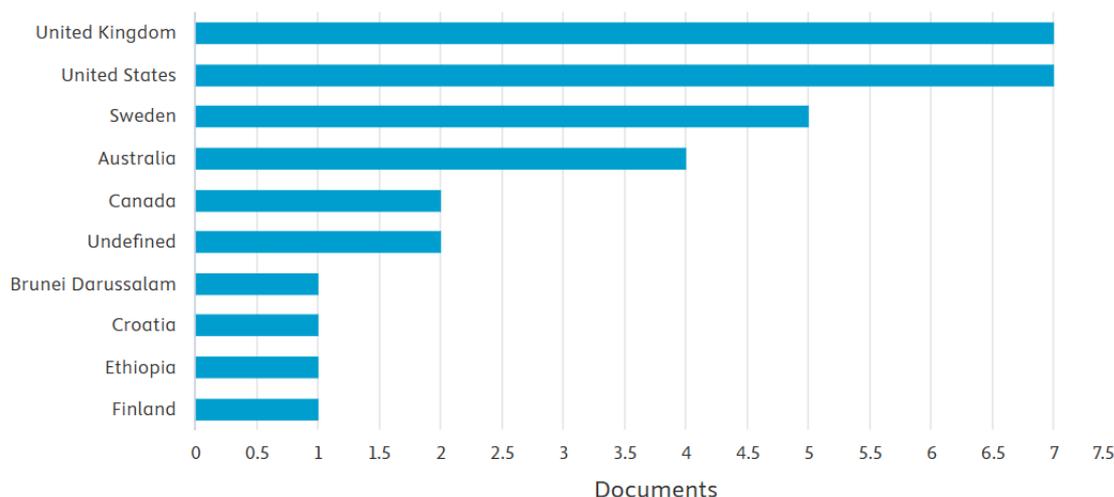


Figure 3. Countries with the Most Publications on Gender Mainstreaming in Bureaucracy

Based on the data above, the centers of research productivity on gender mainstreaming in bureaucracy are in English-speaking countries and Northern Europe. The United Kingdom (UK) and the United States (US) both rank at the top with 7 documents, followed by Sweden (5), Australia (4), Canada (2), and the Undefined category (2). Other countries appear sporadically with 1 document each (Brunei Darussalam, Croatia, Ethiopia, Finland). In total, the Top 2 are the UK+US, which account for 45% of the total documents, and the Top 4 (plus Sweden & Australia), which account for 74%, indicating a concentration of knowledge in the Anglo-European academic ecosystem.

Potential Future Research Topics

To determine potential topics, the author exported CSV files retrieved from the Scopus search results and then processed them using the VOSviewer application to view network visualization, overlay visualization, and density visualization. Figure 1 below shows the network visualization map showing the relationships between topics as follows:

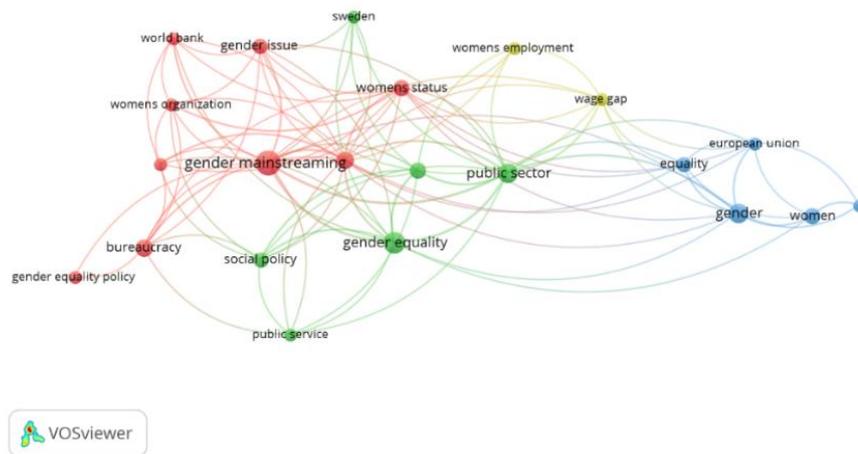


Figure 4. Overview of Key Relationships

From the VOSviewer processing results above, three clusters frequently stand out and have strong relationships with other keywords: "gender mainstreaming," "gender equality," and "public sector." Furthermore, there are also clusters distinguished by color and interconnected networks. The red cluster includes: gender mainstreaming, bureaucracy, gender issues, women's organizations, and the World Bank. This network focuses on institutions, governance, and the role of international organizations. The green cluster includes: gender equality, public sector, public service, and social policy. This illustrates the integration of gender mainstreaming into the policy and public service cycle. The blue cluster, such as: gender, equality, European Union, and women, demonstrates the influence of regional regulatory frameworks/standards on the gender mainstreaming discourse. Meanwhile, the yellow cluster, such as: women's employment and wage gap, relates to measurable outcomes in the labor market, such as participation and wage disparities.

Meanwhile, Figure 2 below shows the grouping of keywords by year, where the overlay color scale suggests the chronology and development of research related to gender mainstreaming. in bureaucracy.

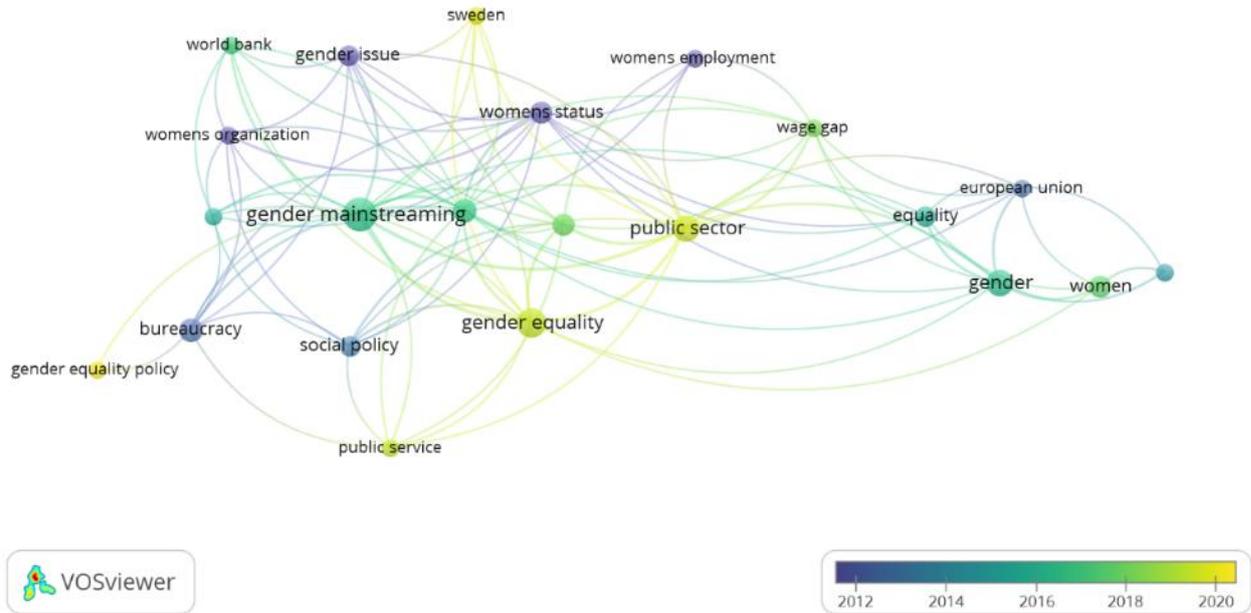


Figure 5. Overview of keywords by period

As seen in the figure above, terms such as "gender," "women," and "European Union" tended to appear earlier, with a bluish hue, in 2012–2016, while "public sector," "gender equality," and "public service" were more relevant, with a greenish to yellow hue, in 2017–2020, indicating a shift from conceptual discourse to implementation in public sector management. The connection between "wage gap" and "women's employment" and the central node emphasizes the outcome dimension (wage gap and work participation) as key performance indicators. Implicatively, this map reveals three things: (i) gender mainstreaming is most intensely discussed when it intersects with bureaucratic reform and public services; (ii) supranational standards/regulations (the EU) and practices from developed countries (Sweden) serve as design references; and (iii) research gaps remain open in developing country contexts (e.g., Southeast Asia).

The density visualization below displays the frequency of each keyword's use in research through color gradients. The light-colored (yellow) areas indicate keywords that appear most frequently in studies on gender mainstreaming in bureaucracy. Conversely, the darker areas indicate keywords that are rarely used in these studies.

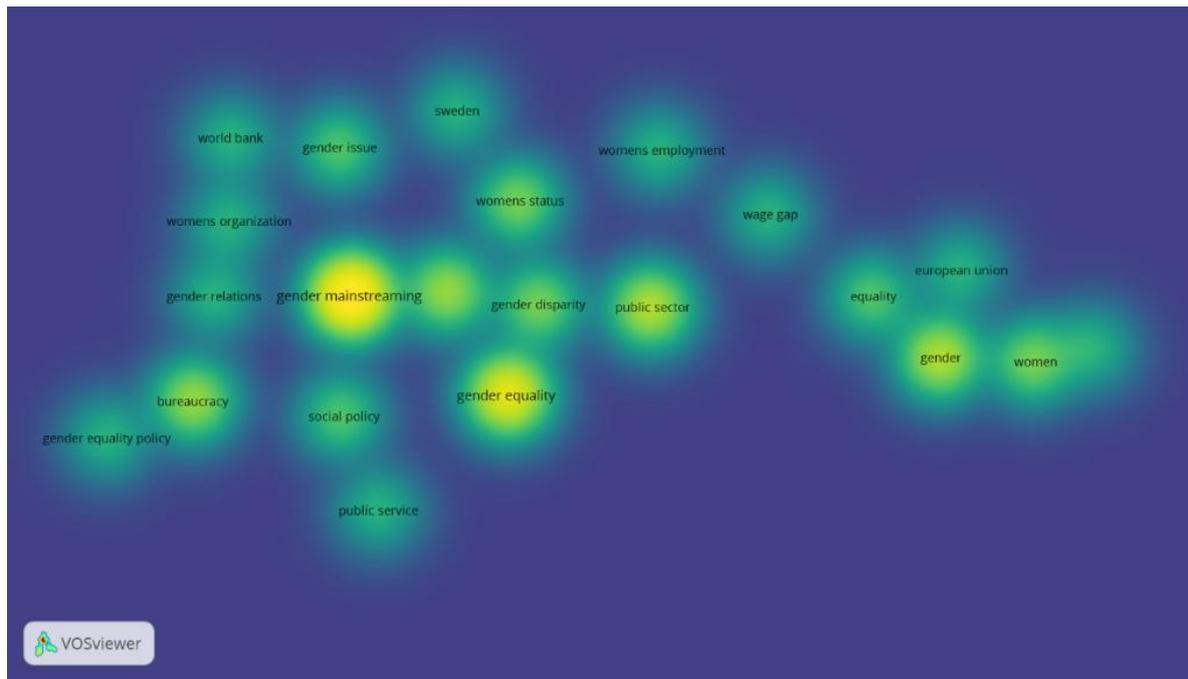


Figure 6. Overview of keyword density

In Figure 3 above, the brightest/core areas (yellow) are "gender mainstreaming" and "gender equality." This indicates that these two terms are the most frequently occurring topics and the focal point of discussion. The middle area (green) represents the nodes of bureaucratic practices, such as "public sector," "social policy," "public service," "bureaucracy," and outcome metrics such as "gender disparity," "wage gap," and "women's employment." This means that the literature covers a significant amount of discussion on the application of gender mainstreaming in governance and its impact on inequality/workplace participation. Furthermore, global references (green to dark green): "European Union," "Sweden," "World Bank," "Women's Organization" indicate that international standards/regulations and Northern European studies are frequently cited, although their density is below the core.

Meanwhile, the conceptual foundations (green scattered on the right), such as "gender," "women," and "equality," are quite dense but somewhat separated from the implementation cluster, suggesting that some of the literature remains conceptual/general. Furthermore, relatively sparse areas (pale blue-green): "gender equality policy" and "gender relations" suggest research opportunities to deepen operational policy design, power relations within organizations, and unit-level studies. Thus, the density map emphasizes the shift in focus from concept to implementation in the public sector, with outcome measures (wage gap, disparity, women's employment), based on international references.

Research gaps are evident in the context of developing countries (e.g., Southeast Asia), micro-studies within bureaucratic units, and intersectional approaches. These topics have not yet formed dense "hotspots," making them worthy of prioritization for future research and policy.

CONCLUSION

A bibliometric analysis of 35 Scopus-indexed articles on gender mainstreaming in bureaucracy from 2004–2024 reveals fluctuating yet positively growing publication trends, with peaks in 2019 and upward momentum in 2024, signaling its rising prominence in global academic discourse. Research spans global, regional, and local contexts, emphasizing adaptive implementation processes, with influential journals like *Comparative European Politics*, *Gender Work & Organization*, and *Canadian Public Administration* leading in political support, organizational studies, and development themes. VOSviewer keyword mapping highlights strong clusters around *gender mainstreaming* and *gender equality*, but identifies underexplored areas such as *gender equality policy* and *gender relations*. For future research, scholars should prioritize empirical studies integrating these themes with intersectional factors (e.g., race, class) in bureaucratic settings to enhance policy relevance and governance equity.

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