



The Dominance of Women in Structural Positions: A Gender Analysis of The Gowa Regency Education Office

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 <https://doi.org/10.21274/martabat.2024.8.2.139-155>

Abstract: This research focuses on women who dominate structural positions in the Education Office of Gowa Regency, South Sulawesi Province. This study analyzes why women hold more structural positions than men at the Education Office of the Gowa Regency. I also explained how gender identification is used to place structural positions at the Education Office of the Gowa Regency. This research is qualitative and has a case study. Data was obtained through direct interviews with informants, namely the head of the Gowa Regency Education Office, the Regional Personnel Agency, and the Gowa Regent. The existing data were analyzed using triangulation analysis techniques between data obtained from interviews. The results of this study found that two factors cause the dominance of women in structural positions; the first is normative factors, including regulations related to gender mainstreaming and work experience, and the second is political factors, including the interests of the local government of Gowa Regency. This reveals that gender identification is no longer the leading indicator; positions are given based on ability and expertise, and thus, men and women have the same opportunities or access.

Keywords: *Public Officials Bureaucracy, Women, Politics.*

Abstrak: Penelitian ini berfokus pada posisi perempuan yang mendominasi jabatan struktural di Dinas Pendidikan Kabupaten Gowa Provinsi Sulawesi Selatan. Penelitian ini menganalisis alasan mengapa perempuan lebih banyak menduduki jabatan struktural dibanding laki-laki pada Dinas Pendidikan Kabupaten Gowa. Serta menjelaskan bagaimana identifikasi gender dalam penempatan pada posisi jabatan struktural pada Dinas Pendidikan Kabupaten Gowa. Penelitian ini berjenis kualitatif dengan tipe studi kasus. Data diperoleh melalui wawancara langsung dengan informan yaitu kepala Dinas Pendidikan Kabupaten Gowa, Badan Kepegawaian Daerah, dan Bupati Gowa. Data yang ada di analisis menggunakan teknik analisis triangulasi antara data yang didapatkan dari hasil wawancara. Hasil dari penelitian ini menunjukkan Keterlibatan perempuan dalam jabatan struktural di Dinas Pendidikan Kabupaten Gowa didorong oleh faktor normatif berupa kebijakan gender mainstreaming serta faktor politik yang melibatkan dukungan kepala daerah. Kedua faktor ini bekerja bersama untuk menciptakan lingkungan birokrasi yang inklusif dan adil gender.

Kata Kunci: *Jabatan Publik, Birokrasi, Perempuan, Politik.*

INTRODUCTION

This research reviews the position of women in public office and highlights the women who fill many positions in the education office of Gowa Regency, South Sulawesi Province. In recent years, efforts to achieve gender equality in government have become one of the main focuses in Indonesia (Kiftiyah, 2019). According to the latest data for 2022, there are 7,145 civil servants in Gowa Regency, and more than half of them are women (B. K. Gowa, 2023).

Based on this data, it is clear that far more women than men are working in Kabupaten Gowa. This location has 4,540 female and 2,650 male employees, almost twice as many female employees as male employees. This information is also in line with the proportion of the population of Kabupaten Gowa, which is 50.42% female and 49.57% male, based on data from Dinas Kependudukan dan Pencatatan Sipil Gowa (Badan Pusat Statistik, 2022). 80 women and 140 men work in most of the 25 Gowa

Regency agencies holding structural positions. This data shows that men are still dominant in filling structural positions in the local government of Kabupaten Gowa.

Among the male dominance in structural positions in several agencies in Gowa Regency. The Education Office of the Gowa Regency is one where women hold structural positions and dominate. Although men are still the majority of employees, women occupy the majority of structural positions. Seeing the representation of women's status in institutional roles in the Gowa Regency Education Office is quite interesting. Given the more significant number of women in the public sector workforce in the Gowa Regency, the author is very interested in studying women who have structural roles in the Education Office.

Several studies concerning women in public office explain the various problems and challenges of women involving themselves in public office. Research from Ulber Silalahi, Tutik Rachmawati, Sisvo Edit Utomo Bernadus entitled Gender equality in public administration: opportunities for female employees in promotion in the Bandung City Government explains that women's participation in the Bandung City government still has a gender gap between men and women to hold structural positions. Gender cultural issues and gender stereotypes in society/bureaucracy are the main inhibiting factors in this problem (Silalahi et al., 2016). On the other hand, a study entitled Transformation of Women's Career Gender Perspective in Islamic Law (Demands and Challenges in the Modern Era), written by Sunuwati and Rahmawati, explains other things that hinder women from filling public positions from the perspective of Islamic law. In the conclusion of their research, they said that Islam does not prohibit women from having a career. However, Islam prohibits women from pursuing careers outside the home, neglecting their responsibilities as housewives, and thinking materialistically, which is contrary to the values of Islamic teachings (Sunuwati & Rahmawati, 2017).

Ni Luh Arjani's article, "Gender Equality in Politics Between Expectations and Reality," emphasizes the problems faced by women in the two previous studies. In her research, she explained that the Indonesian government issued Presidential Instruction No.9 of 2000 concerning gender mainstreaming (PUG) so that all development programs integrate gender issues. However, affirmative action policies and gender mainstreaming have

not been achieved, so the involvement of women as policymakers in the legislature is still minimal. Gender equality in politics has not been maximized (Arjani, 2021).

This previous research explains women's career obstacles when filling public positions. However, in some regions in Indonesia, women are more involved than men in filling public positions, such as in Gowa Regency, South Sulawesi Province. Departing from this, this research focuses on explaining the status of women in public positions in the Education Office of the Gowa Regency by looking at the reasons behind the more significant number of structural positions held by women in the Education Office of the Gowa Regency compared to men. In addition, it explains the role of gender identity in the placement of structural positions in the Gowa Regency Education Office.

METHODS

This research uses a qualitative research design and a case study type. This method was applied to analyze the position of women who hold public positions, especially those who work in the Education Office of Gowa Regency, South Sulawesi Province. Using the in-depth interview method to obtain data from informants, namely the Regent of Gowa, the Head of the Education Office of Gowa Regency, the Head of the Regional Civil Service Agency of Gowa Regency, the Head of the Women's Section, and female and male civil servants within the Education Office of Gowa Regency. Supporting documents are also a secondary source in this research, which comes from archives at the Gowa Regency Education Office, the Regional Civil Service Agency, including attendance, employee training, and the composition of female and male employees within the Gowa Regional Government. The data obtained from interviews and document reviews were then summarized using a triangulation analysis technique between data obtained from informant interviews at the Gowa Regency Education Office, the Regional Personnel Agency, and the Gowa Regent. This analysis is then used as a reference to explain the position of women who hold public positions in the Education Office of Gowa Regency, South Sulawesi Province.

RESULTS AND DISCUSSION

Gender Justice in the Gowa Regency Education Office

In the view of liberal feminism theory, opportunities are distributed equally to both women and men (Switanti et al., 2022). This same freedom and opportunity tend not to be maximized due to factors within women's personalities that make women lag in the bureaucratic context, which is women's fault (Meidiana, 2023). This is a challenge for women fighting for opportunities in the bureaucratic world. Indonesia, especially in the Gowa Regency, strives to provide equal opportunities for its people to compete in structural bureaucratic positions. The Gowa Regency government's commitment to continuing to fight for justice for women has led to a long process towards equality.

Liberal feminism emphasizes that there needs to be a massive movement not only from the women and equality fighters themselves but also support from the government as the holder of power in a region (Fakih, 1997). This is what the Gowa Regency Government is trying to do (Haque et al., 2014; Tawakkal et al., 2019). This movement is slowly reconstructing the meaning of equality for women and men. Breaking the patriarchal culture is one of the main challenges for women in the bureaucratic world, especially regarding the position of women in structural bureaucratic positions (Nimrah dan Sakaria et al., 2015).

The dynamics experienced by women can be found in various aspects of daily life and the scope of work, which in this study is bureaucracy (Retnani, 2017). This limitation is influenced to some extent by the conception of gender. Gender can be understood as roles that are shaped through social interactions and behaviors that have been institutionalized as a result of the criminal justice system (Trisnawati & Widiensyah, 2022).

Biological differences exist between men and women, but socio-cultural constructs interpret these differences as rules governing behavior. Gender roles result from biological variations between men and women. These differences can lead to gender differences. Gender roles and differences can lead to injustice and discrimination, especially against women. In such cases, they may be problematic.

The direction of the roles that women are expected to fulfill has evolved along with the development of society. Women today are not only expected to be part of the bureaucracy but also to be able to compete for structural positions within it (Artisa, 2014). This is related to efforts to

eliminate the stigma of leadership that used to be against the role of women. Not only being part of the bureaucracy but women today are also expected to be able to compete in occupying structural positions in the bureaucracy.

Governmental arrangements at the state and district levels have different characteristics, especially in bureaucracy, which often dominates public discourse. One example is the Education Office in Gowa Regency. This world of bureaucracy attracts the interest of many parties, including women, who are increasingly eager to participate. Despite their essential roles as wives and mothers, women have shown remarkable ability in administrative tasks and are now increasingly willing to compete with men (Hasanah & Musyafak, 2018a).

Historically, women have been marginalized from public roles, but that view is slowly changing. Although the old paradigm still exists, progress is being made. Today, women are no longer barred from pursuing higher education. They can gain knowledge, experience, and insight that further strengthens their role in various fields, including bureaucracy (Septiawan & Wijaya, 2021). The long struggle for gender justice and equality has brought us to a more inclusive bureaucracy where everyone has equal opportunities. This openness is found in the Gowa Regency Education Office, where nine men and 11 women occupy structural positions. The composition is relatively balanced by prioritizing the opportunities and abilities of each individual in determining positions.

The dynamics of bureaucracy can be seen in two forms of domination described by Max Weber: charismatic and rational (Sawir, 2020). First, charismatic dominance is based on one's innate charisma. Weber describes charisma as a particular personality attribute that makes someone exceptional and essential- someone with extraordinary qualities or, at the very least, special and unique powers. This relates to women who fill structural positions in the Gowa Regency Education Office, where competition to fill these positions is seen from the advantages possessed without regard to gender. Second, rational domination, this system is based on community members' approval of a set of laws that have been officially promulgated. Elite members of society who uphold this domination are compensated for their skills and qualifications by applicable laws. Government regulations related to Gender Mainstreaming serve as a legal umbrella for the obligation to provide equal opportunities for

both men and women. As a result, it will be difficult for those who lack the necessary skills to hold structural positions in the bureaucracy.

Factors in the number of women filling positions in the Gowa Regency Education Office

Mary Wollstonecraft wrote *A Vindication of the Rights of Women* in 1792, arguing that women should have the same access as men to economic and educational opportunities. Contemporary liberal feminists want to make women more prominent in world politics (O'Brien, 2012), to eliminate differential access to power and influence over men and women and thus achieve equal rights for men and women. Contemporary liberal feminists emphasize the importance of creating equal opportunities for women, mainly through policy-making and normative rules.

They argue that policies that actively support women's participation in decision-making are needed to eliminate differences in access to power and influence between men and women. Inclusive policymaking, for example, can include gender quotas in strategic positions, rules that ensure gender balance in the bureaucracy, and policies that facilitate women to occupy key roles. These normative measures are essential in opening women's access to public and bureaucratic spaces, which men previously dominated. Furthermore, this normative context is one factor that encourages women to be involved in public office.

Other than normative factors, political factors depart from Mary Wollstonecraft's explanation. Sarah Childs Mona Lena Krook explains that political factors are one part of what influences women to be involved in public office (Childs & Krook, 2008). In Sarah Childs Mona Lena Krook's article entitled *Critical Mass Theory and Women's Political Representation*, she explains that women directly try to show their existence through political channels. This encourages women to enter politics and intervene in existing policies to promote policies that care about women. These two factors are further explained as follows:

Normative Factors

According to Garry Dessler, a job title is a process that defines the responsibilities, nature, and type of person (in terms of ability and experience) required to perform a job (Garry, 1998). Garry's definition of position explains that a position is a process or stage that is carried out to determine a person's

duties and responsibilities. There are several positions, one of which is a public position. Public positions are positions that a person occupies as a government official. In this study, the emphasis is on structural positions that specifically place women into echelonization. And echelonization is related to the magnitude of the duties and authority of the position to be occupied by the official concerned (Thoha, 2001). A person who occupies a public position must go through a process or stage to get the position.

The appointment of public officials within the Gowa Regency Education Office is based on several factors. One of them is normative factors. Normatively, support for women has been contained in Presidential Instruction of the Republic of Indonesia Number 9 of 2000 concerning gender mainstreaming. Each local government then derives the national Presidential Instruction. Local governments supporting gender mainstreaming then take steps or strategies to implement the policy. One form of implementation carried out by the Gowa Regency's regional government is supporting women's participation in structural positions, especially in the Education Office of the Gowa Regency.

The Gowa Regency government, especially the Education Office, appoints public officials with specific provisions and considers several things that become the basis. The condition of public officials in the Gowa Regency, which women dominate, is not without a clear basis. Work experience is one of the factors supporting a person's achievement of higher achievements or positions (Yessica Pauline Riani Purba et al., 2023). Specific experiences and fields can support the next position.

Work experience affects a person's performance, so it is easy to get a higher position than in an agency (Hasanah & Musyafak, 2018b). One factor in appointing positions in the education office of Gowa Regency is work experience; those who fill structural positions in the education office of Gowa Regency have an average work experience of more than 20 years.¹ Work experience describes people's skills and abilities to complete the assigned tasks. People will gain knowledge, a picture, and a pattern to complete their work.

Government Regulation No. 13 of 2002, among other regulations, regulates the normative aspects of appointing civil servants in structural positions. This regulation stipulates that a person appointed in a structural position must demonstrate excellent work performance and meet the

¹ See tables 1 and 2.

competency requirements of the position. A person's professional success is determined by their work experience and knowledge, which are influenced by the specific form and type of work. This motivates them to complete their duties more perfectly than others (Musarrofa, 2019). Experienced workers do not need direction or supervision at first, but when employees receive systematic training in the future, intelligent workers will perform better than experienced workers without intelligence (Soekidjo, 1998).

The female officials in the Office have performed well as public officials. In addition to performance, education is also one of the indicators of this normative factor. Amartya Sen, an economist, and philosopher, also discusses the importance of education in increasing people's capabilities to choose and live a life they value (Sen, 1999). Education is a neutral indicator in assessing a person's ability. A neutral indicator is an assessment not tied to a person's gender background. This means that everyone has the right and opportunity. This is in line with the data provided by the Secretary of the Gowa Regency, who explained how the bureaucracy in the Education Office, whose structural positions are mostly filled by women.

In addition to experience and education, several indicators are used to assess the ability or eligibility of female employees for structural positions in the education office of Gowa Regency, which are then described in the following table:

Table 1. List of female employees at the Gowa district education office.

Name	Rank/Group	Position	Period of Service	Education Level	Training that has been attended
Hj. Rike Susanti Baharuddin, ST	IV/b	Secretary of the Department	24 Years	S1	PIM III TH 2014
Dewi Rahmawaty, SE., M.Si	IV/a	Head of Finance	31 Years	S2	
Rosnaeni, S.Sos., M.Si	IV/a	Staff	30 Years	S2	
Noer Wahida, S.Sos	III/d	Head of Planning & Reporting	16 Years	S1	

Sri Kartini Ismail, S.Pd	III/c	Staff	12 Years	S1	
Dr. Ulfa Tenri Batari, M.Pd	III/d	Head of Primary School Development	16 Years	S3	PIM IV TH 2019
Hj. Andi Maryam Hafid, S.Sos	III/d	Widyaprada Muda Ahli	29 Years	S1	PIM IV TH 1998, PIM III TH 2008
Nurul Marsita, S.Si., MM	III/c	Section Head of Resource Facilities & Infrastructure	11 Years	S2	
Hamrina, SE	III/d	Staff	15 Years	S1	
Nursyamsi Sadra, SE	III/c	Staff	14 Years	S1	
Andi Citra Kumala Dewi, S.Sos., M.Si	III/d	Section Head of Junior High School Education Data Collection	16 Years	S2	
Hj. Mantasiah, SE	III/a	Staf	8 Years	S1	
Nur Ika Ramadani, SE., M.Si	III/c	Section Head of Junior High School Educators & Education Personnel	16 Years	S2	
Lidya Citrasari, S.Si., MM	III/c	Staff	11 Years	S2	
Harianti, S.Sos., M.Si	III/d	Head of Early Childhood Development & Non-Formal Education	16 Years	S2	
St. Megawati, S.Pd., M.Pd., MM	IV/a	Head of Data Collection, Facilities & Infrastructure Section PAUD&PNF	21 Years	S2	PKP 2022
St Nusyamsi Gani, SP., MM	III/d	Pamong Pelajar Ahli Muda	13 Years	S2	
Risnawati Latif, S.Sos	III/b	Staff	12 Years	S1	

Source: Secondary data processed in 2022 (D. P. K. Gowa, 2021).

The data above explains the various indicators female employees possess in the education office. Which is then used as comparative data against male employees in the table below:

Table 2. List of male employees of the Gowa district education office

Name	Rank/Group	Position	Period of Service	Education Level	Training that has been attended
Taufik Mursad, ST	IV/c	Head of Department	24 Years	S1	PIM III TH 2016, PIM II TH 2016
Muh. Nur Yadin H, S.ST., M.Si	III/b	Head of General Affairs	12 Years	S2	
Baharuddin, S.Sos., M.Si	IV/a	Staff	31 Years	S2	
Asri Indarwani Achmad, S.Pd	III/b	Staff	8 Years	S1	
Faisal Sahabu	II/b	Staff	10 Years	SMA	
Mustam. AM	III/b	Staff	36 Years	SMA	
A. Farid, SE	III/b	Staff	12 Years	S1	
A.Amrin, SE	III/c	Staff	12 Years	S1	
Muslimin Yusuf, S.Sos., M.Si	III/d	Head of Elementary Education Data Collection Section	29 Years	S2	
Nursalam, S.Pd	III/c	Staff	12 Years	S1	
Muhammad Abidin, SKM	III/b	Staff	30 Years	S1	
Rama Muntu, A.Ma	II/d	Staff	8 Years	SMA	
Muhammad Rivan Maulana, S.STP., MM	III/d	Head of Junior High School Development	12 Years	S2	PIM IV TH 2018
Saharuddin, S.Ap., MM	III/c	Staff	14 Years	S2	
Ahmad Sila, SE., MM	III/b	Staff	8 Years	S2	
Drs. Mulyadi, M.Si	IV/a	Head of Development of Educators & Education Personnel	29 Years	S2	
Syarifuddin, S.Pd., M.Pd	IV/a	Head of Primary School Educators &	30 Years	S2	

		Education Personnel			
Drs. Muhammad Rum, M.Pd	IV/a	Widyapada Ahli Muda	29 Years	S2	PIM IV TH 2013
Mustari. S.Sos	III/d	Staff	24 Years	S1	
Baharuddin, S.Sos	III/d	Staff	32 Years	S1	
Nasir, S.Sos	III/c	Head. PNF Development Section	15 Years	S1	
Abd Hafid	III/b	Staff	31 Years	SMA	
Muh. Rusdi, S.Pd	III/b	Staff	14 Years	S1	

Source: Secondary data processed in 2022 (D. P. K. Gowa, 2021)

From the two data above, it can be shown that female employees in the education office of Gowa Regency are normatively eligible to occupy strategic positions. The most obvious factor is the educational factor, where higher educational backgrounds than men dominate female employees. However, this does not rule out the possibility of other factors being considered in this case, such as obedience in taking care of rank.

Apart from work experience, education is also an essential factor. A person's qualifications and competencies are highly dependent and influenced by their educational background. People who have undergone the education process tend to be knowledgeable and mature in their behavior. This is because, from the beginning, one of the results obtained from the educational process is forming a more mature and honed thinking ability. The training experience that employees have gone through is also helpful in improving performance. This can be seen from several strategic position holders who have attended training or training.

Female employees who fill strategic positions in the education office are selected because of normative factors or by existing regulations. Research results show that, indeed, women fill positions with people who are superior in education class and work experience.

Political Factors

Sarah Childs Mona Lena Krook explains this factor, stating that political factors influence women to be involved in public office (Childs & Krook, 2008). In her article, Critical Mass Theory and Women's Political Representation, Sarah Childs Mona Lena Krook explains that women directly

try to show their existence through political channels. This encourages women to enter politics and intervene in existing policies to promote policies that care about women.

In 2021, Gowa Regency won an award as a manifestation that Gowa Regency is a region that is responsive to gender issues and cares about women. The award obtained explains that Gowa Regency considers women's interests in the policies issued by the local government. Supporting participation or placing women in structural positions in the government is an effort to maintain the image of Gowa Regency as the winner of the Anugrah Parahita Ekapraya (APE) award.

The appointment of officials in the office, especially the Education Office, cannot be separated from the intervention of the Gowa Regent. Appointing employees or structural positions in the government indeed considers local government policies. This is an effort to support all forms of programs carried out by the local government. Gowa Regency is known as an area that is responsive to gender issues after receiving an award because it tends to try to maintain the award. One of the efforts to keep this is to provide space for women in all aspects of life, especially by occupying public positions in government.

Opening up space and opportunities for women to occupy strategic positions is the right step if you want to maintain women's interests in gender mainstreaming, giving this space, of course, based on supporting the programs or interests of the local government. Generally, female employees in the education office are intellectually ready and qualified. This can be seen from the number of women who occupy structural positions in the education office who have worked as civil servants for more than 15 years, as many as 9 out of 11 officials. In addition, in terms of education, 7 out of 11 women in the education office who hold structural positions have master's and doctoral degrees. With the existence of a regulation related to gender mainstreaming, it then becomes an opportunity for women to compete and put themselves in a position that is no longer backward (Fauziah et al., 2023).

The agencies under the auspices of the local government cannot be separated from the coordination of the regional head as the leader in carrying out their duties (Yandy & Mustajab, 2022). The power relations between the regional head and the relevant agencies are a process of realizing interests. The appointment of officials is not purely from within the agency itself; the Regent

of Gowa also plays a role in appointing positions. From this role, the local government then incorporates regional interests. The appointment of officials in the Education Office of Gowa Regency, which women dominate, is the government's effort to support the gender mainstreaming program by national policy, namely the President's instruction, and as a government strategy in maintaining its award as a region that is responsive to gender and provides space for women in the aspect of public office.

More specifically, filling structural positions in the bureaucracy sometimes considers factors outside applicable regulations. Filling structural positions in the bureaucracy must go through a reasonably layered mechanism. However, the final decision of this process remains in the hands of the regional head or, in this case, the Regent of Gowa Regency. The regent's pre-authoritative rights allow him to determine the fillers of structural positions without considering the processes that take place. One of them is found in the Education Office; the sub-department head position's filler is someone who has served in the Gowa Regency government for quite a long time (31 years). His long service led him to build more emotional closeness to the ruling family in Gowa Regency. This then became one of the reasons that led her to occupy the sub-division head position at the Gowa Regency Education Office, apart from her competence as a woman.

Female employees in the education office of Gowa district are independent and ready to compete with men, judging from their educational readiness and work experience, which are superior or equal to those of male employees. In the education office politically, women use their influence through the intervention of rules or policies to give space to women so that they are equal to men in the local government of Gowa district.

CONCLUSIONS

This study concludes that women's involvement in structural positions in the Education Office of the Gowa Regency is driven by two main factors: normative and political. Implementing the gender mainstreaming policy stipulated in Presidential Instruction No. 9/2000 is a strong legal basis for supporting gender equality in the bureaucracy by providing equal opportunities for women in public positions. In the Education Office of Gowa Regency, women are not only qualified based on regulations but also have superior qualifications in terms of education and work experience, which

makes them eligible to occupy strategic positions. Education and work experience are neutral indicators determining eligibility for positions, regardless of gender. On the other hand, political factors also play an important role, where the intervention of regional heads, especially the Regent of Gowa, in appointing officials shows support for gender-inclusive policies. The appointment of women to strategic positions is part of the local government's strategy to maintain the image of Gowa Regency as a gender-responsive region, evidenced by the Anugrah Parahita Ekapraya (APE) award. These two factors complement each other in creating a more gender-inclusive and equitable bureaucratic environment in Gowa Regency.

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