Analysis of Women's Representation in Various Positions and Roles within the Public Sector

Mutiara Indah Permatasari[1], Zulfa Harirah[2]

[1,2]Universitas Riau, Pekanbaru, Indonesia

Corespodence: mutiara.indah3769@student.unri.ac.id[1]

ABSTRACT

The representation of women in high-ranking positions within Indonesia's public sector remains significantly low, despite the increasing number of female civil servants (ASN) and their comparable levels of education to male counterparts. This situation reflects a persistent gender imbalance in bureaucratic leadership that contradicts the principles of equality outlined in Law No. 5 of 2014 concerning the State Civil Apparatus, which guarantees equal opportunity for all citizens. The purpose of this study is to analyze the level of women's representation in various public sector positions and to identify the key factors contributing to the underrepresentation of women in strategic leadership roles. The research adopts a qualitative approach using the library research method, employing the theories of Representative Bureaucracy and Glass Walls as analytical frameworks. Data were collected through extensive review of scholarly literature, government regulations, and statistical reports from the National Civil Service Agency (BKN). The results show that over the past three years, male civil servants have dominated senior leadership positions Principal, Middle, and Primary levels comprising approximately 80%, while women account for less than 20%. The findings indicate that the limited representation of women is primarily caused by low interest and self-confidence, limited lobbying ability, gender-based job segregation, and enduring negative stereotypes that associate leadership with masculine traits. The study concludes that gender equality in Indonesia's bureaucracy is still far from being realized, and achieving representative bureaucracy requires stronger institutional commitment to empowering women, promoting gender-sensitive recruitment, and ensuring equitable access to leadership opportunities in public administration.

Keyword: Women's Representation, Public Sector, Employment

INTRODUCTION

Gender equality is one of the fundamental aspects of building a just and sustainable society. Gender equality in the political sphere not only reflects the basic principles of human rights but also serves as a key indicator in shaping a representative and effective system of governance. One of the central indicators in measuring gender equality in political bureaucracy is the level of women's representation in various positions within the public sector, particularly among civil servants (Aparatur Sipil Negara, ASN). Women's leadership in occupying strategic positions has not shown significant progress. Although the number of female civil servants

has increased since the enactment of Law No. 5 of 2014 on the State Civil Apparatus (ASN) which in Article 60 states that every Indonesian citizen has equal opportunities to apply as a civil servant after meeting the requirements, and in Article 72 stipulates that promotions for ASN are based on objective comparisons of competence, qualifications, and job requirements as well as evaluations of work performance, leadership, cooperation, and creativity these decisions are made based on performance appraisals by an ASN evaluation team without discrimination based on gender, ethnicity, religion, race, or social class (Republic of Indonesia, 2014).

Thus, the regulation provides opportunities for female civil servants to fill strategic positions and play key roles in national development. However, disparities still exist between male and female civil servants in occupying strategic government positions. Even though, in terms of competence, women have capabilities equal to men in public sector performance, this does not guarantee that their roles are fully represented, particularly in leadership and decision-making positions. According to the Report of the Secretary General, 65th Commission on the Status of Women, achieving good governance and democracy requires leadership and representation that involve all elements of society, including granting equal positions to men and women in public institutions. This aims to create gender-responsive policies and to ensure that women's rights are respected and that they feel represented in the decision-making process (Rahmawati et al., 2023).

Active participation of both men and women in decision-making processes can lead to more balanced and responsive policies that address the needs of the entire society. In this context, ensuring the active and equal participation of men and women within structures of power and decision-making is not only a matter of gender equality but also a crucial aspect of building better governance that is democratic and responsive to the needs of all citizens.

Within the framework of Representative Bureaucracy Theory, an optimal bureaucratic situation is one that reflects the diversity of identities in society such as gender, race, and ethnicity. The theory suggests that public interests are better represented through a bureaucratic structure that mirrors the composition of the general population (Ardiansa et al., 2021). Regarding gender representation, it is essential to ensure that women play appropriate roles in bureaucracy, particularly in supervision, policy formulation, and the implementation of national regulations related to welfare, education, security, and especially health and safety for women's groups.

This condition can also be observed in Indonesia, where gender disparities within the ASN structure remain evident. Although data indicate that the number of female civil servants is higher than that of men, inequality persists in their access to and representation within strategic government positions.

Table 1. Number of Civil Servants (Aparatur Sipil Negara) 2019–2023 by Gender

Year	Male	Percentage	Female	Percentage
2019	2,031,294	48%	2,157,827	52%
2020	1,991,530	48%	2,176,588	52%
2021	1,890,289	47%	2,105,345	53%
2022	1,813,447	47%	2,077,132	53%
2023	1,762,080	46%	2,033,222	54%

Source: National Civil Service Agency (Badan Kepegawaian Negara)

The data in Table 1 illustrates the trend in the number of civil servants (Aparatur Sipil Negara, ASN) in Indonesia from 2019 to 2023 based on gender distribution. Over the five-year period, there has been a consistent pattern showing that female civil servants outnumber their male counterparts. In 2019, women represented 52% of the total ASN workforce, and this proportion gradually increased each year, reaching 54% in 2023. Meanwhile, the number of male civil servants has shown a steady decline, both in absolute numbers and in percentage

share, from 48% in 2019 to 46% in 2023. This trend suggests a progressive shift toward greater female participation in Indonesia's public sector.

Although the proportion of women in the ASN workforce continues to rise, this increase does not automatically translate into gender equality in leadership positions. Many studies and reports indicate that women are still underrepresented in strategic and decision-making roles within government institutions, despite their growing numbers in the overall workforce. The data, therefore, highlights a quantitative improvement in gender participation but also implies a need for qualitative measures such as inclusive promotion systems, gender-responsive policies, and leadership development programs to ensure that women's representation extends beyond numbers and contributes effectively to equitable governance.

Table 2. Number of Civil Servants (ASN) by Gender and Type of Position

Type of Position	Male	Percentage	Female	Percentage
Senior Executive Position (JPT Utama)	7	78%	2	22%
Middle Executive Position (JPT Madya)	546	85%	96	15%
Primary Executive Position (JPT Pratama)	17,979	84%	3,381	16%

Source: National Civil Service Agency (Badan Kepegawaian Negara)

In the Civil Service Law (ASN Law), there are three categories of High Leadership Positions (Jabatan Pimpinan Tinggi/JPT), namely: (1) JPT Utama (equivalent to Echelon I in the previous position classification); (2) JPT Madya (also equivalent to Echelon I in the previous classification); and (3) JPT Pratama (equivalent to Echelon II in the previous classification) (Ardiansa et al., 2021). However, across these three levels of leadership positions, the number of women remains significantly lower compared to men. Furthermore, women tend to be more concentrated in regional offices rather than at the central government level, even though the percentage difference between men and women in these positions is not considerably large.

Table 3. Number of Civil Servants (ASN) by Gender and Type of Institution

Type of Institution	Male	Percentage	Female	Percentage
Regional Government	1,236,988	43%	1,626,266	57%
Central Government	525,092	56%	406,955	44%

Source: National Civil Service Agency (Badan Kepegawaian Negara)

The data in Table 3 illustrates the distribution of civil servants in Indonesia based on gender and institutional type, namely regional and central government institutions. It can be observed that the majority of female civil servants work at the regional level, accounting for 57% of the total workforce in local governments. Meanwhile, male civil servants dominate at the central government level, comprising 56% of the total workforce. This shows that women tend to have stronger representation in regional administrative structures, whereas men are more prevalent in central government institutions.

The difference in placement between men and women may reflect structural and cultural patterns in the Indonesian bureaucracy. Women's higher concentration in regional institutions could indicate limited access to central government positions, where policy decisions and strategic planning are often made. This condition suggests that although gender equality in recruitment has improved, disparities remain in the distribution of authority and responsibility. Strengthening women's access to central-level positions, leadership training, and promotion opportunities is therefore essential to achieving a more balanced and representative bureaucracy.

The urgency of this research lies in addressing the persistent gender disparity within Indonesia's civil service, particularly in leadership and strategic positions. Despite the increasing number of female civil servants over the years, women remain underrepresented

in top managerial roles and central government institutions. This imbalance not only reflects structural barriers within the bureaucracy but also limits the inclusivity and responsiveness of public governance. Understanding the dynamics of gender representation in the State Civil Apparatus (ASN) is crucial for promoting equal opportunities, improving decision-making diversity, and ensuring that government institutions reflect the values of fairness and democratic participation. Therefore, this study is essential to support policy reforms that strengthen women's leadership and accelerate the realization of gender equality in Indonesia's public sector.

RESEARCH METHODS

This research employs a descriptive qualitative method aimed at exploring and understanding the dynamics of gender equality within the State Civil Apparatus (ASN) in Indonesia. The qualitative approach was chosen because it allows an in-depth examination of the social and institutional factors influencing women's representation in the bureaucracy. This approach focuses not only on statistical data but also on the underlying patterns, values, and perceptions that shape gender roles in public administration. Through descriptive analysis, the study seeks to portray the real conditions of male and female civil servants in terms of position distribution, leadership access, and institutional support for gender equality.

The research data consist of both primary and secondary sources. Primary data were obtained through interviews with key informants, including government officials, civil servants, and representatives from institutions concerned with gender equality in the public sector. These interviews provided insights into the actual experiences, challenges, and opportunities faced by women in civil service careers. Secondary data were collected from official government reports, academic journals, relevant laws and regulations, and statistical data published by the National Civil Service Agency (BKN). The combination of these data sources allows for a more comprehensive and valid understanding of gender representation in the bureaucracy.

Data analysis was conducted using a qualitative descriptive technique, where data were organized, categorized, and interpreted systematically. The analysis involved three key stages: data reduction, data display, and conclusion drawing. Each stage was carried out by identifying patterns of gender disparities, institutional barriers, and policy implications. The findings were then compared with theoretical frameworks such as Representative Bureaucracy Theory to interpret how gender representation influences governance quality. This methodological process ensures that the research findings are not only descriptive but also reflective, providing a solid foundation for policy recommendations aimed at enhancing gender equality in Indonesia's public sector.

RESULTS AND DISCUSSION

1.   Level of Women's Representation in the Public Sector in Indonesia

Traditionally, women have often been perceived as homemakers and caregivers responsible for raising children. However, their roles have evolved significantly over time. Women now play a vital role in society and in daily life. In the modern era, women's roles are no longer confined to domestic spheres; they have also emerged as professional leaders and decision-makers across various sectors. In the public sector, in particular, women play an essential role in influencing policies and delivering services to the community.

In the context of women's participation in Indonesia's bureaucracy, data indicate positive development in terms of quantity. The number of female civil servants (Aparatur Sipil Negara/ASN), which has reached 2,315,288 individuals (54%), exceeds the number of male civil servants, totaling 1,939,225 individuals (46%) (BKN, 2022). Women working in the public sector are generally well-educated, having completed higher education and aspiring to apply their academic knowledge in professional environments. During their educational journey, women gain valuable insights and skills that they later integrate into their workplace practices.

This trend also reflects an improvement in women's educational attainment, which has opened greater opportunities for them to join the State Civil Apparatus. Data from the National Civil Service Agency (BKN) show that women dominate higher education levels compared to men, with 1,526,167 female civil servants (56%) having completed tertiary education, compared to 1,222,705 male civil servants (44%) (BKN, 2022). However, despite the substantial number of women in bureaucracy and their high levels of education, there remains a significant imbalance in terms of quality particularly in leadership positions within government institutions.
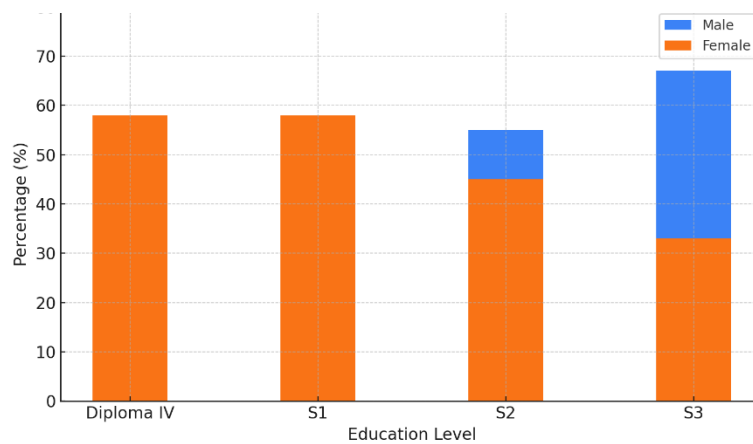

Figure 1. Number of Civil Servant (ASN) by Education Level
Source: National Civil Service Agency (Badan Kepegawaian Negara)

Statistical data reveal that the number of female civil servants occupying top leadership positions in Indonesia's government agencies remains much lower than that of men, as shown in the following table (Badan Kepegawaian Negara, https://satudataasn.bkn.go.id). The data indicate that over the past three years, male civil servants have dominated high-ranking leadership positions (Senior, Middle, and Primary Executives) with approximately 80% representation, while women account for less than 20%. This pattern reflects that although women constitute the majority of Indonesia's civil service workforce and possess comparable educational qualifications to men, they remain underrepresented in strategic and decision-making positions.

Erika Enderson, a partner at Proteus International and author of Growing Great Employees and Being Strategic, explains why there is still a lack of women's representation, especially at the highest levels of leadership. She identifies two major contributing factors: (1) Lack of Self-Promotion Among Women: Based on Zenger and Folkman's assessment of sixteen leadership criteria, the only area where men scored higher than women was in developing a strategic perspective.

Erika observes that this lack of strategic vision development often hinders women's career advancement. Many men, she notes, are more focused on actions that can elevate their careers, consistently dedicating time to build networks that support their success and actively taking initiative. (2) Preference of Senior Men to Choose Male Colleagues: It is an undeniable fact that in many professional settings, men in senior positions tend to select other men as peers or successors. In business and public organizations, women are still frequently placed in support roles such as secretaries or administrative assistants positions that, historically, they often leave once they marry (Nofianti, 2016).

2.   Factors Causing the Low Representation of Women in the Public Sector
Based on an in-depth analysis conducted by the author regarding the factors contributing to the limited representation of women in strategic positions within the public

sector, particularly in government institutions, several underlying causes can be identified as follows:

a. Lack of Interest and Self-Confidence among Women; Law No. 5 of 2014 concerning the State Civil Apparatus (ASN), as well as the Regulation of the Minister for Administrative and Bureaucratic Reform (PERMENPAN-RB) No. 13 of 2014 concerning Procedures for the Open Selection of High Leadership Positions in Government Institutions, stipulates that selection criteria must be based on job competence, performance achievement, rank suitability, and non-discrimination with respect to ethnicity, religion, race, or class. Based on observations, the recruitment process generally runs well, although challenges remain particularly in terms of women's underrepresentation in structural positions. This issue arises due to a lack of interest among women in these fields, as well as other factors such as limited human resources and low self-confidence. For instance, in East Nusa Tenggara (NTT), when an open selection for leadership positions was held, the number of female applicants was significantly low. Therefore, it can be concluded that women's motivation and willingness to participate in such selection processes remain limited (Meo & Boro, 2021).

b. Limited Ability and Willingness to Engage in Lobbying; In addition to possessing the necessary leadership and professional skills, it is also important to have the ability and willingness to interact with influential officials during the selection process. However, not all women have the skills or motivation to do so. Men, by contrast, tend to have a stronger natural drive to compete and a higher ambition to become leaders. They are generally more willing to engage in lobbying practices even when these may involve less ethical approaches to secure positions of power. Women, on the other hand, tend to be more passive and less aggressive in such matters (Meo & Boro, 2021).

c. Occupational Segregation Based on Gender; Although policies have been established to promote equal career opportunities for women and to encourage their participation in public service, several barriers continue to limit their advancement, especially in structured or high-level leadership positions. One major obstacle is the ongoing segregation of jobs based on gender. Reid, Kerr, and Miller found that one of the invisible barriers hindering women's advancement in public organizations is the division of labor along gender lines (Rahmawati et al., 2023). Consequently, even though the government has sought to increase women's participation in the workforce, their influence within organizational structures remains limited, as they are often assigned administrative rather than strategic roles. In Women's Work, Men's Work: Sex Segregation on the Job, Reskin and Hartmann note that job segregation in organizations is reinforced by institutional cultures that believe certain types of work are more suitable for men than for women, regardless of individual capability. This belief creates constraints that prevent women from fully utilizing their potential (Rahmawati et al., 2023).

d. Gender Stereotypes; Negative stereotypes about women represent another significant barrier to achieving leadership positions. Adriardi explains that gender stereotypes foster perceptions that women lack the strength and competence required for leadership roles. As a result of these biases, few women are considered potential leaders within government bureaucracies (Rahmawati et al., 2023). In addition, women often face a "double burden" as mothers and wives, which limits their flexibility and time allocation for professional responsibilities. In contrast, men typically experience greater freedom in balancing work and personal commitments. This dual role is a major factor contributing to the low representation of female civil servants in Indonesia's public administration.

e. Institutional and Policy Barriers; Institutional and policy-related barriers continue to be significant factors behind the limited representation of women in strategic public-sector positions. Although Indonesia has adopted regulations that guarantee equal opportunity for men and women within the civil service, implementation often falls short at the bureaucratic level. Many institutions still lack a gender mainstreaming framework that

actively promotes women's advancement in leadership. Recruitment and promotion processes tend to emphasize seniority and tenure rather than potential and competence, which disproportionately affects women who may have career interruptions due to family responsibilities. Consequently, the bureaucratic structure itself becomes an obstacle rather than a facilitator of gender equality.

3.   Efforts to Increase Women's Representation in the Public Sector

Recognizing the persistent gender gap in Indonesia's public administration, various efforts have been undertaken to strengthen women's participation and leadership in government institutions. One of the most fundamental steps is the implementation of gender mainstreaming (pengarusutamaan gender) as mandated by Presidential Instruction No. 9 of 2000. This policy requires all government agencies to integrate gender perspectives into their planning, budgeting, implementation, and evaluation processes. The purpose is to ensure that women and men have equal access to resources, participation, control, and benefits from development programs. Several ministries and local governments have begun to adopt this approach, although the level of implementation and effectiveness still varies widely across regions.

Another strategic initiative is the enhancement of leadership training and capacity-building programs specifically designed for women civil servants. The National Civil Service Agency (BKN) and the Ministry of Administrative and Bureaucratic Reform (KemenPAN-RB) have launched programs that focus on developing managerial competence, strategic thinking, and negotiation skills for women in public service. These programs aim to prepare female ASN (Aparatur Sipil Negara) to compete effectively in open selection processes for high leadership positions (Jabatan Pimpinan Tinggi). By equipping women with the necessary leadership competencies and professional confidence, these initiatives help to bridge the gap between quantitative representation and qualitative participation in decision-making roles.

In addition to formal training programs, mentorship and networking opportunities have become increasingly important in empowering women leaders in the public sector. Mentorship programs pair experienced senior officials both male and female with younger female civil servants to provide guidance, professional advice, and moral support. Such initiatives help women build confidence, expand professional networks, and overcome institutional barriers that often hinder career advancement. Moreover, women's networks within government agencies, such as Perempuan ASN forums, play a critical role in advocacy and peer empowerment by promoting solidarity and collective action toward gender equality.

Policy reform also plays a vital role in fostering a more gender-responsive bureaucracy. To address structural barriers, government institutions need to adopt flexible work arrangements, family-friendly policies, and gender-sensitive performance evaluations. These measures would allow women to balance professional and domestic responsibilities without sacrificing career growth. Furthermore, ensuring gender diversity in recruitment and promotion committees can help mitigate unconscious bias in the evaluation process. The inclusion of women in decision-making panels not only provides fairer assessments but also demonstrates institutional commitment to inclusivity and equality.

Finally, long-term success in increasing women's representation requires consistent political will and public accountability. Gender equality in public administration should be viewed not merely as a social issue but as a key element of good governance and democratic development. Strong coordination between central and local governments, academia, civil society organizations, and international partners is necessary to sustain progress. By institutionalizing gender equality as a governance standard supported by monitoring mechanisms and measurable indicators Indonesia can ensure that women's empowerment in the public sector is not symbolic but transformative, contributing meaningfully to the nation's policy innovation, service delivery, and overall development.

CONCLUSION

The findings of this study reveal that gender equality within Indonesia's public sector, particularly among civil servants (ASN), has improved quantitatively but not yet qualitatively. Although women now constitute more than half of the total ASN workforce and demonstrate strong educational attainment, their representation in leadership and strategic positions remains low. This imbalance shows that gender equality policies have not been fully realized in practice. The persistence of structural and cultural barriers in the bureaucracy prevents women from advancing into top decision-making roles, despite their qualifications and competence being equal to those of men.

Several factors contribute to the limited representation of women in leadership positions, including low self-confidence, limited motivation to compete for higher positions, and a lack of networking and lobbying skills. Furthermore, gender-based occupational segregation and entrenched stereotypes about women's leadership abilities continue to restrict opportunities for female civil servants. These conditions are reinforced by organizational cultures that favor men for strategic positions, while women are more often placed in administrative or support roles. Such systemic patterns perpetuate inequality and hinder the realization of a representative and inclusive bureaucracy.

Therefore, the promotion of gender equality in Indonesia's public administration must go beyond numerical representation and focus on empowerment and institutional reform. Policy interventions should include leadership development programs for women, transparent and gender-sensitive promotion systems, and a supportive work environment that accommodates women's dual roles. Strengthening awareness of gender equality among policymakers and bureaucratic leaders is also essential. Only through comprehensive and sustained efforts can Indonesia achieve a truly equitable, inclusive, and responsive governance system where both men and women contribute equally to national development.

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