

Analysis of Women's Leadership in the Government Bureaucracy

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Abstract: Women have been given space and a place to participate, for example in schools or various fields of knowledge and work can be done by women. However, the culture of neglecting women or the culture of patriarchy continues to grow, resulting in the emergence of gender inequalities in various fields, especially in the field of bureaucracy. In connection with the tendency of gender injustice in the bureaucracy. One of the indicators for assessing the improvement of gender justice in the bureaucracy is by measuring the presence of women in the bureaucratic work unit which is portrayed from the number, distribution and composition of civil servants. The purpose of this study is to describe the role of women in the bureaucracy and to analyze their role in bureaucratic leadership. This study used descriptive qualitative method. This research was conducted in the province of East Nusa Tenggara, especially in the government bureaucracy of East Nusa Tenggara Province. The focus of the research is women officials in structural echelon II, III and IV positions in 2017-2018. The main data source of this study were the informants who were selected purposive. Data collection techniques in research used in the study of Women's Leadership Analysis in the Bureaucracy are in-depth interviews and study of written documents. The data analysis technique used in this research is data reduction, data display, and verification. The results showed that women's access to the NTT provincial government bureaucracy experienced inequality. From the research data, it shows that women actually have a leadership style that is able to bring organizations to achieve their common goals. By using an analysis of the Servan leadership style in the NTT provincial government SKPD, women's leadership shows a good listening attitude to subordinates, has empathy, conceptuality, the ability to serve and is always committed to human growth.

Keywords: Leadership, Women, Bureaucracy

A. Background

Women's leadership is a public issue that is always being discussed, This is inseparable from the complexity of the problems related to women themselves, resulting in polemics and debates between the pros and cons of the role of women's leadership in a country, especially in the bureaucracy.

In principle, women have the same abilities as men, even though there are fundamental differences in behavior between the two. However, empirical reality shows that women are often ignored or not given the opportunity to play roles in development. This is very ironic because in fact the involvement of women's abilities in working to advance the development of a country or region has been proven by the results of a study by the World Bank in 2000 concerning gender which concluded that countries with a high degree of gender equality, relatively having a high level of life progress (or prosperity) according to Nugroho (2002: 4) [1]

To get a chance to participate, women still have to fight even harder. There are still many work fields or strategic positions that are always given to men to lead, while women are only seen as complementary. This shows the existence of gender inequalities in various fields, especially in the field of bureaucracy. In connection with the tendency of gender inequality in the bureaucracy, according to Pandie (2012: 10) [2], one of the indicators for evaluating gender justice improvement in the bureaucracy is to measure the presence of women in the bureaucratic work unit which is portrayed from the number, distribution and composition of civil servants.

The issue of gender equality in the bureaucracy, especially the opportunity for women to lead in the bureaucracy, is also a problem in the Province of East Nusa Tenggara (NTT), especially for women who occupy strategic positions at various echelon levels. The following describes the data on women's participation at the Echelon level in East Nusa Tenggara Province in 2018 :

Table 1. Echelon Year Data 2018

Eshelon	Male	%	Female	%	Total
IV	456	68,36	211	31,63	667
III	204	82,92	42	17,07	246
II	44	87,75	5	12,24	49
I	1	7,04	-	-	-
<i>Total</i>	704	73,07	258	26,92	962

This tendency shows that women are still not given the opportunity to occupy the highest positions in bureaucratic career positions in NTT. In addition, the data also shows that overall, women only get 26.92% of echelon positions in the NTT Province bureaucracy. This is inseparable from the phenomenon that occurs that the placement of women in strategic positions is still influenced by cultural values and beliefs that dichotomize women from men.

The role of women has always been questioned in a society that still holds a patriarchal culture. Women are often considered "complement" (the second position) in various activities and social relations. Women are also never approved of appearing to be leaders in the fields of work they are involved in.

The main problems of this research are described in the following research questions: What is the leadership pattern of women echelon officials in the East Nusa Tenggara Provincial SKPD

This research aims to : Analyzing the leadership patterns of women who hold echelons in the government bureaucracy in East Nusa Tenggara Province.

B. Theoretical Review

1. State of the art

1. The title is Analysis of Women's Leadership in the Government Bureaucracy (Study of Women's Leadership in Tuban Regency, East Java). The result: The perspective taken to analyze women's leadership in the perspective of socio-politics, religion, and culture. These three factors have a major influence in determining the construction of society which reinforces the biased gender ideology. From the results of statistical testing using the F test, it shows that there is an influence of leadership style, social factors, religion, culture together on the work performance of the Regent in Tuban Regency. [4]
2. The title is the Role of Women's Leadership in Public Positions (Study at the Regional Secretariat Office of South Minahasa Regency). The result: Based on the research results, the women leaders at the Regional Secretariat of the South Minahasa district were considered capable of carrying out their responsibilities properly. Women leaders have played an active role in organizational activities in their respective fields. Leaders can also provide work motivation to their subordinates well, so that subordinates can receive it well too. As a woman leader, there are several fundamental things that greatly influence her position as a public official, which can be assessed in terms of social values, social status, communication, education and work experience. For this reason, it is necessary to increase the work of the woman leader in question so that they can be deemed worthy of holding positions in their respective fields. [5].

2. Leadership

Leadership means the ability and personality of a person in influencing and persuading other parties to take action to achieve common goals, so that the person concerned becomes the beginning of the structure and center of the group process. [6].

Leadership has 5 types, namely: Charismatic; Paternalistic; Autocratic; Laissez Faire; and Democratic. Based on the types of leaders, the following will describe several theories about leadership, namely

1. Trait Leadership Theory

This theory assumes that a leader is born, and not in shape. That a person is destined to be a leader because of his traits, as having the power of domination and exclusive traits [2].

2. Behavioral Leadership Theory

According to Pandie [2], behavioral theory assumes that leadership effectiveness does not lie in one's personality as in trait theory, but it really depends on his leadership behavior.

3. Situational Leadership Theory

According to Sartono [9] situational and contingency theory tries to develop leadership according to the situation and needs. In this view only leaders who know the situation and needs of the organization can become effective leaders.

4. Integrative Leadership Theory

According to Pandie [2], this theory tries to combine innate, behavioral and contingency theories to explain the success of someone who acts as a leader. This leadership is also known as the transactional model, visionary leadership, transformational leadership and superleadership leadership.

5. Servant Leadership

According to Wofford [2], serving leadership is an alternative model of leadership that prioritizes the leader as a "servant". Serving leadership expresses the humble character of a leader and can understand the needs of the people being led, such as spiritual, physical and emotional needs.

3. Bureaucracy

According to Brataatmaja [10] bureaucracy means the power system is held by employees. Meanwhile, according to Blau [11], bureaucracy is a type of organization designed to complete administrative tasks on a large scale by systematically coordinating the work of many people. Thus, it can be concluded that the bureaucracy is a form or type of organization with a work system in completing administrative tasks

4. Bureaucratic Leadership

Bureaucratic leadership can be defined as an administrator who is appointed to become a leader in a bureaucratic organization and to carry out his duties based on the provisions of the applicable laws. Furthermore, when referring to Sudarto's opinion regarding the meaning of bureaucratic leadership, then the performance of subordinates is very much determined by how a bureaucratic leader is able to lead and motivate his subordinates. This means that a bureaucratic leader in addition to formal requirements based on statutory provisions, is expected to have the ability both to motivate and to build a conducive working atmosphere [13].

5. Women's Leadership

When we talk about women, we must first start by placing them as human beings. By relying on a humanitarian point of view, we will judge that women and men are basically the same, they have the same intelligence, have the same noble mind, have the same noble aspirations, and have the same dreams and hopes. And of course they have the same leadership potential, both leadership potential as individuals and social beings.

Men and women differ from a character perspective. This also means that both women and men have advantages and disadvantages, however, the advantages and disadvantages of both are assets that have a positive value when combined synergistically. In this context, the existence of women should be considered in relation to promotion or leadership in the bureaucracy.

In relation to women's leadership in the bureaucracy, women have great potential and role in political, economic and socio-cultural development at all levels. According to Zichy [2], female leadership or feminist leadership can be said to be a strength to build an effective leadership model. According to him, there are eight categories or types of women's leadership, namely: Type *Trustees*; Type *Consevor*; Type *Tactician*; Type *Realistic*; Type *Strategic*; Type *Innovator*; Type *Mentor*; and Type *Advocator*.

Thus it can be concluded that women have a number of traits as an effective leader compared to men. However, these results still need to be examined more deeply. This is important because if these advantages are inherent in women, then these advantages are only a small part of the instrument to achieve a larger goal, namely organizational effectiveness. Meanwhile, other larger instruments need to be taken into account such as adaptability in the global environment, the ability to compose an adaptive organizational structure in organizational processes, and the ability to create or select technologies that improve service quality.

C. Research Methodology

This study used descriptive qualitative method. This research was conducted in the province of East Nusa Tenggara, especially in the government bureaucracy of East Nusa Tenggara Province. Thus, the focus of the research is women officials in structural positions at echelon II, III and IV in 2017-2018. The main data sources of this study were the informants who were selected purposively including: government and private elements.

The data collection techniques used were in-depth interviews and study of written documents. The data analysis technique used in this research is data reduction, data display, and verification.

Research is important in answering various problems or phenomena that occur. In conducting research, the validity of the data is important to be able to account for the results of the research. Thus, after processing the data, it is necessary to test the validity of the data obtained from the government bureaucracy of East Nusa Tenggara Province, especially with regard to women's leadership. Satori & Komariah (2017: 164) argue that

qualitative research is declared abash if it has a degree of credibility, transferability, dependability, and confirmability

D. Research Findings/Result

Analysis of Women's Leadership in the Bureaucracy in the NTT Provincial SKPD

Level of education

Based on education, the composition of Civil Servants in the Regional Government of East Nusa Tenggara Province shows that the ratio of highly educated female civil servants to men at the same level of education is Diploma 3 59.57%; S1 38.56%; S2 28.02% and S3 20%. This data informs that the NTT provincial government, Civil servants with Diploma 3 education are dominated by women, while undergraduate education is dominated by men.

Position Level

Women's access to the bureaucracy is closely related to the socio-cultural system. In general, Indonesia is a country that is dominated by a paternalistic culture that automatically infiltrates the structures and values of the bureaucracy. The ideology of men has penetrated the government bureaucracy which in addition to potentially limiting the role of women also creates gender-based classes that label women as subordination in the division of labor and position.

The participation of women in the NTT provincial government bureaucracy is that women do not have the same role as men. This was stated by the following key informant:

“Yes, you have got this same role, seen from the position of the head of the bureau which is a woman and there are two division heads in this bureau but all of them are still dominated by men” (05/07/2019).

To support this statement, the following is the distribution data on gender justice inequality in the government bureaucracy in NTT province. The Provincial Government of East Nusa Tenggara has 6,905 employees with the status of Civil Servants consisting of 4,348 men and 2,557 women who are scattered in the scope of the Regional Secretariat (bureaus), Services, Agencies, Offices, Council Secretariat, Regional Hospital, and Regional Technical Implementing Units. Civil Service Education starts from the lowest (Elementary School) and the highest is Doctorate.

The condition of the East Nusa Tenggara Provincial Government Civil Servants based on gender can be seen that the number of PNS still has a gender gap. It is clear that 63% of Civil Servants are male while only 37% of women except in RSUD are dominated by female Civil Servants. The most composition and employees are in the regional offices, while in the Regional Secretariat and Bureau there are only 740 people with the following composition: 472 men and 268 women.

The gap in the position of women in the bureaucracy can also be seen from the bureaucratic leadership (SKPD) which is still dominated by men. The higher the echelon, the lower the access of women to occupy it. From 922 Echelon I-V positions, women only play 29.28%. This means that men dominate 70.72% of bureaucratic structural positions in the NTT provincial government SKPD. This shows that the empowerment of women leaders in the bureaucracy is still weak and requires affirmative action as an extraordinary way so that women have greater access, control and responsibility in public organizations.

Education and Training Policy

The education and training policy aims to develop the knowledge, skills and attitudes of civil servants so that they can carry out government and development tasks as well as possible. Education and training policies within the scope of the NTT provincial government SKPD based on research data include:

a. **Formal Education (Masters and S3 levels)**

The NTT provincial government in an effort to improve employee professionalism has established policies to provide opportunities for every employee to continue their studies at the Strata 2 and Strata 3 levels. Based on the results of the study, it was found that the number of civil servants who attended S2 and S3 education was dominated by men. Of the 64 employees who attended S2 education, women only played 29.69%. Likewise for S3 level education, women only play a role of 30.77%.

In connection with the above, the following is an interview with one of the key informants:

“Indeed, at least there are indications of discrimination in study assignments at the master and doctoral levels. Until now, most of those who attended S2 and S3 education were only male civil servants”

With this data, the researchers can conclude that women's access to education at the SKPD of the NTT provincial government is dominated by men.

b. non-formal education

1) Education and leadership training

Leadership education and training, furthermore, Diklatpim is carried out to achieve the competency requirements of government apparatus leadership in accordance with structural positions. Diklatpim consists of:

- Education and training level III is the training and training for structural positions in echelon III
- Education and training level II is the training and training for structural positions in echelon II
- Education and training level II is the training and training for structural positions in echelon II.

In connection with the aforementioned training, it is known that employees who attend leadership education and training are dominated by men. Female employees who take part in Echelon II training are as much as 7.14%, echelon III are 20.33%. Meanwhile, for echelon I positions, only male employees are participated.

In connection with the foregoing, the following is the statement of a key informant: Education and training programs are held according to echelon. Because each echelon is mostly occupied by men, thus of course the most participants who take part in the training and training team are men. Meanwhile, women in the echelon are few”

2) Functional Education and Training

Functional education and training is the education and training required for employees who will or have held functional positions. This education and training is required for employees who are elected and have the ability to be appointed to functional positions. Male employees are dominant in participating in functional education and training while only 26.67% are involved in women. This shows the occurrence of gender inequality within the scope of the NTT provincial government SKPD.

3) Technical Education and Training

Technical education and training is education and training that is held to provide skills or mastery of knowledge in certain technical fields, so as to be able to carry out the tasks and responsibilities as well as possible. Technical education and training in the scope of the NTT provincial government SKPD includes:

- a) Administrative technical training includes: administrative personnel training, planning training, archiving training and treasurer training.
- b) Other technical personnel training can be carried out from time to time according to the needs of the office.

In connection with the foregoing, the following is an interview with key informants:

“The existence of administrative technical education and training will certainly add to the existing insight and knowledge of the apparatus. Everyone who takes part in the activity depends on their position and position in each agency. In the sense that all the opportunities are open to join both male and female employees. Indeed, almost all employees in each agency are generally dominated by men so that sometimes those who attend or take part in activities are also men”.

Women's Leadership Patterns in NTT Province

Basically, the leadership style or style has a lot of influence on the success of a leader in influencing the behavior of his followers. Basically, the leadership style or style has a lot of influence on the success of a leader in influencing the behavior of his followers. One of the leadership models is servant leadership or service leadership model. The servant leadership model basically serves others, namely service to employees, customers and society as the first and foremost priority. The following is an analysis of the women's leadership model in SKPD in NTT Province in terms of their servan leadership style.

1. Listen

One of the essence of servant leadership is the ability to listen to various kinds of complaints or input from subordinates or the community. Based on the results of data triangulation, it is known that female leaders in SKPD in NTT province always show good listening skills to their subordinates. This was confirmed by one of the following key informants:

“I always put myself as a friend, mother and friend to the staff so that if they are in trouble, they will definitely tell and share with me and I will definitely listen and try to provide solutions even a good solution”

Based on the foregoing, a leader is also someone who can find solutions to the problems at hand. A leader does not only listen but performs a consultative function. A consultative function is a leadership function that is one-way to those they lead, even though implementation is very dependent on the leader.

In the NTT provincial SKPD, based on the data triangulation process, a leader provides an opportunity for staff to discuss their duties. This is in line with the participatory function of a leader. In this function the leader tries to activate the people he leads, both in taking part in making decisions and in implementing decisions. Everyone in the bureaucracy has the same opportunity to participate in an activity. This democratic aspect was admitted by one of the following key informants:

“I always give confidence to the staff to carry out their duties, because we are a team so that we always coordinate and communicate with all teams regarding the tasks given”

Although the women's leadership style in the NTT Provincial Government SKPDs have better listening skills, they still have obstacles to face. However, everything can be resolved through effective coordination by superiors. This was confirmed by the following key informants:

“There are always obstacles, but we always coordinate and always evaluate so that we know the cause of the problem and find a solution”

Coordination is always important to achieve the success of a program. The purpose of coordination is to process a collective agreement by binding various activities or elements (involved in the process) of different government in the dimensions of time, place, components, functions and interests, between the government and those being governed, so that on the one hand all the activities of the two parties are aimed at mutually determined government goals, and on the other hand the success of one party is not damaged by the success of the other party. (Ndraha;2003).

2. Empathy

Servant leaders who empathize are leaders who must be able to develop psychological abilities to be in the atmosphere of others, especially the suffering and needs of others they lead. Based on the triangulation process of data on women's leadership styles in the SKPD, the NTT provincial government has the ability to be able to feel the difficulties or problems experienced by their staff.

The leadership of the NTT provincial SKPD women as stated by Martha Tilaar (in David Pandie, 2012) using the analogy of interest. Flowers are associated with a woman's sense of beauty which shows the strength of feminism which is often overlooked.

Servant leadership is not only capable of being a leader who speaks with his heart but how he is able to solve all the problems raised by his subordinates. Based on the triangulation of female leadership data at the SKPD, the NTT provincial government was able to provide solutions to problems raised by subordinates. This was revealed by the following key informant:

“So far, the staff has always accepted every input I have given”

The ability to provide solutions to a problem is related to the characteristics of a good leader. Kousez dan Posner (in Pasolong, 2010) put forward the concept of competence as one of the requirements for a good leader.

3. Conceptualization

Conceptualization in the principle of servant leadership is where the servant leader must have a concept about the future or have a vision that excites the person he dreams to be stimulated to win better things in the future. The leadership of women in the SKPD of the NTT provincial government has a conceptualization or vision that has been outlined by a higher-level organization or official. This was confirmed by the following key informant:

“We always work according to the rules and concepts given by high officials”

“leaders always work based on existing rules and regulations”

Based on the foregoing, implementing the rules and vision outlined by the organization is a self-commitment to responsibility for the task entrusted. Even working according to the rules is considered an achievement and demonstrates one's abilities. This was confirmed by the following key informants:

“I always say that the position is only temporary and is like a baton, after I am definitely the staff who will replace me so that in work show your achievements and abilities, Even if you are young, please continue your studies so that you prepare yourself from the start according to your competence and abilities”.

This statement also shows that the leadership of women in SKPD in NTT province has a visionary spirit because it is motivated by the principle that the position or leader is temporary and will one day be replaced by someone else. Therefore, as long as a leader, each individual must show complete achievements and

abilities. And of course this is that a leader must have the capacity, namely intelligence, alertness, speaking ability, authenticity and the ability to judge (Stogdil in Pasalong, 2010).

4. Ability to Serve

The ability to serve in the servant leader principle is where the leader must escape from verbalism, it means don't just say words but do serve by giving priority to those who are led. Avoid selfishness and selfishness, but give oneself for the benefit of the crowd.

Based on the triangulation of data on the ability to serve from women's leadership in SKPD in the NTT provincial government bureaucracy, it shows good things. Leaders always place themselves as servants. This was confirmed by the following key informants:

“I always set a good example for staff, for example arriving on time, before giving a job I always direct it first”

Here, the servant leader is the leader who sets an example. The leader as a determinant of direction, namely every bureaucracy, both in the fields of state, business, politics, social and other social bureaucracies, created or formed as a vehicle to achieve certain goals, both long-term and short-term which could not be achieved if it was not achieved by its members who acted independently, without being determined by the leadership.

5. Commitment to Human Growth

Serving leaders are those who always side with the human aspect or in their leadership build superleadership so that everyone is empowered to lead themselves and become a cadre of organizational leaders. The commitment to human growth and well-being becomes prominent, so that a human orientation is balanced with a work or productive orientation. In the scope of the NTT Provincial SKPD, it is based on the triangulation process of data on women's leadership patterns which is shown to always prioritize aspects of human growth. Leaders carry out leadership cadres of staff, for example by providing opportunities for staff to lead meetings. This was confirmed by the following key informants:

“I always do cadre for the staff, for example in meetings I always give everyone the opportunity to talk and always give responsibility jobs according to the position they hold”

Based on the foregoing, it also shows that the women's leadership style in the NTT provincial SKPD is democratic. The democratic style is a leadership style which is also known as a participatory style. This style assumes that members of the organization who take part personally in the decision-making process are more likely as a result to have a much greater commitment to the goals and objectives of the organization.

The empowerment value of women's leadership in the NTT provincial SKPD is also shown in giving authority to staff in making decisions related to their duties. The function of the leader is to delegate the authority to make, determine and or implement decisions, either through approval or without the approval of the leadership.

Women's Access and Potential

Gender is defined as and / or contrasted with sex which is biologically defined in the category of women and men by nature.

Based on research data, it shows that women in the NTT provincial government bureaucracy experience gender inequality. In terms of the quality of human resources, male civil servants have high access to education. Female civil servants dominate Diploma 3 education while undergraduate education for both undergraduate, postgraduate and postgraduate levels are controlled by men.

The realization of gender equality and justice is marked by the absence of discrimination between women and men so that women and men have access to it, opportunities to participate in the equal and fair education of the State. Having access means having the same opportunity or opportunity as men to get an equal education without discrimination.

In addition to inequality in obtaining education between men and women, inequality also occurs in positions in the NTT provincial government SKPD. According to Ritzer (in Pandie, 2012) what is called structural oppression occurs. Based on research data, the majority of leadership in the NTT provincial government SKPD is dominated by men.

According to Max Weber (in Pandie, 2012) bureaucracy is a rational organization. According to him, bureaucracy is a form of modern organization that is different from organizations based on charisma and ancestry. The modern bureaucracy has characteristics: a) members are selected based on ability; b) promotion based on ability and not because of subjective factors; c) there are differences in organizational members based on hierarchy; d) giving a salary or reward based on work performance. Based on the idea of this rational

organization, it is actually implicit in this concept that there is gender justice and if this organization runs according to the law of rationality, so in fact in the bureaucratic organization there is no gender imbalance between men and women. If from recruitment to promotion with rational-formal provisions, it can actually reduce patriarchal domination in the bureaucracy.

E. Discussion Analysis

Research Implications

Theoretical Implications: Gender and Public Administration

Based on the research results, it shows that women's access to the bureaucracy is still limited. Completely the bureaucracy still experiences gender imbalances.

The bureaucracy actually inherits a patriarchal culture that men as mascot or symbolic elements for a race, ethnicity or nation and State.

Gender issues in public administration start from the role, rights and obligations of women and politics, then developed into gender and politics. The writing of Joni Lovenduski (in Nugroho, 2008), for example, describes the backwardness of women in politics starting from the fact that women are generally less interested in politics, less active and even if active, less competent than men.

With the progress of democratic political life supported by the emergence of pressure for good governance, it opens opportunities for women to enter politics and occupy the best positions in the political sphere, both as president, prime minister and many more in other strategic positions. Here we can see the inclusion of the issue of gender equality in public administration, both in the narrowest scope, namely the bureaucracy, to the largest scope, namely global governance.

Gender equality in public administration is a discourse that must be realized at this time. In particular, public administration has four strategic institutions or institutions. First, policy, which is the main task of any public organization (function). Second, public organizations, which carry out public administration functions (hardware). Third, institutions that prepare public administrators (suppliers of value and competence). Place, system institution or public administration mechanism which is the software of a public organization (process). Four, strategic institutions should be the focus of any public administration reform, including reforms in the form of gender equality in public administration.

Practical Implications

The practical implications that can be drawn from research on the analysis of women's leadership in the NTT Provincial Government SKPD are as follows: (1) The proportionate presence of women in public administration really needs to be improved. (2) prioritizing gender means promoting an increasingly human, just and civilized life. (3) It is time for us to learn from women in leadership matters.

From the research data, the women's leadership in the NTT provincial government SKPD shows the spirit of servant leadership. This leadership style will be more effective in creating a good organizational work atmosphere.

F. Conclusions

Based on research data, it shows that women's access in the NTT provincial government bureaucracy experiences inequality. From the research data, it shows that women actually have a leadership style that is able to bring organizations to achieve their common goals. By using an analysis of the Servant leadership style in the NTT provincial government SKPD, female leadership shows a good listening attitude to subordinates, has empathy, conceptuality, the ability to serve and is always committed to human growth.

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