



## Representation of Women in Occupying Top Level Management (Esselon II) Level Positions in the City Government of Palangka Raya, Central Borneo-Indonesia

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### ABSTRACT

In national life, women also have the right to occupy high positions (Top Level Management positions) in their work environment. As civil servants (PNS) women have the right to be able to study esslon II positions. Patriarchal culture makes women seen as unable to carry out their duties as leaders/to occupy high positions at the top level management, because women are seen as weaker than men, women are seen as unable to make decisions wisely because they are too sensitive and emotional. Palangka Raya City is one of the regions in Indonesia that has a good gender development index (GDI). The number of female Civil Servants (PNS) in Palangka Raya City is more than 50% percent of the total Civil Servants (PNS) in Palangka Raya City. However, structurally, the leadership in the City Government of Palangka Raya is still dominated by men. Departing from the patriarchal culture of women occupying high positions and these facts, the representation of women in top level management (Esselon II) positions in the City Government of Palangka Raya is studied using qualitative research methods using a descriptive approach. Data collection was carried out by observing and reviewing documents obtained from agencies within the Palangka Raya City Government and from several relevant sources such as journals and internet media. From the data obtained, it can be concluded that more than 70% of female Civil Servants (PNS) within the Municipal Government of Palangka Raya have the opportunity to occupy high positions. However, of all Civil Servants (PNS) within the City Government of Palangka Raya, as many as 40% of female Civil Servants (PNS) met the requirements set by the Ministry of Administrative and Bureaucratic Reform to occupy Esselon II positions, and succeeded in occupying Esselon II positions.

## **INTRODUCTION**

With the increasingly democratic world government, the existence of women in various roles and fields is increasingly evident. The Indonesian government is also increasingly aware of the important role of women in politics and government, so the government has made various affirmative policies in the framework of gender equality, so that women are not too left behind by men. In Presidential Regulation Number 53 of 2021 concerning the 2021-2025 National Action Plan for Human Rights (RANHAM), women are one of the strategic target groups in the context of carrying out respect, protection, fulfillment, enforcement and promotion of human rights (Muafi et al., 2016)(President of the Republic of Indonesia, 2021, p. 2).

Affirmation policies are a form of gender development and encouragement for women to rise up and begin to exist to show their roles. Because both in politics and democracy women are very important. The participation of women in this role makes women able to accommodate and express their interests massively not only in the context of voicing, but also women are able to have access to policies by occupying certain public positions (Singha & Sivarethinamohan, 2021)(Astuti, 2022). Even so, the affirmative policy has not been able to encourage women's representation in high positions (Esselon II).

Statistically, the number of female civil servants in Indonesia's bureaucratic workforce has increased in recent years, but a small number of female civil servants hold structural positions, especially in senior leadership positions (Ghinea & Moroianu, 2016). Based on data from a survey conducted by CWI (Cakra Wikara Indonesia), it shows that the proportion of female civil servants in 34 ministries is stable at around 39 percent. However, only 22.38 percent of women held high/esselon positions (I-V) in the 2011-2012 period and only increased slightly to 23.48 percent after the ASN Law came into effect (2014-2016) (Knowledge Sector Initiative, 2019).

In Palangka Raya itself, the number of female civil servants is more dominant than men, namely as much as 65 percent (Palangka Raya City Government, 2021, p. 27). However, the proportion of women occupying high positions (Esselon II) in the City Government of Palangka Raya is still lacking. Based on the trend that occurred in the number of structural officials in Palangka Raya City in the last three years it has not changed much. Existing data note that structural officials at Esselon II are still dominated by male civil servants. In 2021, there are 20 male civil servants in esselon II positions, and only 9 female civil servants. At the esselon III level, there were 99 male civil servants and only 54 female civil servants. At the esselon IV level, there were 354 male civil servants and only 270 female civil servants (BPS Kota Palangka Raya, 2022, p. 36).

## **LITERATURE REVIEW**

The representation of women in an institution has several very important and relevant reasons (Kempster et al., 2023). The following are some of the main reasons why it is necessary to have women's representation in institutions (Wicker & Kerwin, 2022): 1. Gender Justice: The representation of women in institutions is a reflection of the principle of gender equality. All individuals,

regardless of gender, have the same right to participate in decision-making and institutional processes. Women's representation ensures that women's voices and views are also recognized and taken into account. 2. Diverse Perspectives (Raudeliuniene & Matar, 2022): Women's representation brings diverse perspectives and experiences to the institution. This is very important because each individual has a unique background and outlook. By involving women in decision-making, institutions will be better able to accommodate various problems and needs that might be overlooked if only a masculine perspective is dominant. 3. More Holistic Policies: Women often have greater concern for social, health, educational and family issues. With the representation of women in institutions, the resulting policies will be more likely to address these issues in a more holistic manner, helping to create a more balanced and just society. 4. Equal Representation: In many societies, women make up half of the population. Therefore, having fair representation in institutions is a democratic and just demand. Everyone should feel that their voice is represented in the decision-making process. 5. Inspiration and Social Change: Representing women in powerful positions can inspire other women to achieve similar achievements. It can also help overcome gender stereotypes and change social views about the role of women in society. 6. Prevention of Discrimination: The representation of women can help prevent gender discrimination that may occur in decision-making or resource allocation. When women have a voice in this process, opportunities for discrimination are smaller. Better Decision Making: Research shows that groups of diverse individuals tend to make better decisions (Gautam et al., 2022). With the representation of women, institutions can make decisions that are more accurate, effective, and sustainable (Willows & Van Der Linde, 2016). Thus, the representation of women in institutions is not only a moral and ethical requirement, but also has concrete benefits for the quality of decisions, social balance, and the development of society as a whole.

When viewed from the level of education, female civil servants are not lower than male civil servants. In 2021, there are 2,399 female civil servants in the City Government of Palangka Raya who have graduated from S-1/S-2, 490 graduates from D III, 43 graduates from D I//D II, 186 graduates from SMA/SMK, 6 people junior high school graduates, and 6 elementary school graduates (BPS Kota Palangka Raya, 2022, p. 36).

From Rifqa Qur'ani Idris and Siti Aisyah's research on Gender Equality in Placement of Structural Positions from the Perspective of Islamic Law, it can be concluded that the opportunities for women to obtain structural positions at the Regional Secretariat of the Gowa Regent's Office are very open and there is no difference between men and women in leadership (Norberg & Johansson, 2021). structural position (Rifqa Qur'ani Idris, 2021, p. 754). However, they did not disclose the inhibiting and inhibiting factors for women in occupying structural positions in the perspective of Islamic law studied.

From the background and shortcomings of the previous research above, the researcher decided to focus this research on the representation of women in top level management (Esselon II) positions in the City Government of Palangka Raya. In addition, this research will also try to answer what are the inhibiting factors for women in occupying the highest leadership positions (Esselon II) in the City Government of Palangka Raya.

## METHODOLOGY

The method used is a qualitative method, because through this research the researcher wants to understand more deeply the phenomenon of women's representation in Top Level Management positions in the City Government of Palangka Raya. The data to be used in this study is secondary data, namely data obtained by researchers from related agencies (Christa et al., 2020), for example the Central Bureau of Statistics and Offices/Agencies within the City Government of Palangka Raya. Data collection was carried out by observing and reviewing documents from secondary data sources and several other relevant sources such as journals and internet media (Kristinae et al., 2020). The data obtained was then analyzed by means of descriptive qualitative. The length of time the research was conducted was two months. This research was conducted in Palangka Raya City, Central Kalimantan Province by involving agencies within the Palangka Raya City Government and other related agencies such as the Central Bureau of Statistics for the City of Palangka Raya. The researcher chose Palangka Raya City as the location of this study because the researcher wanted to see more clearly the phenomenon of women's representation in top level management positions in the Palangka Raya City Government which is one of the cities with a good gender development index of 95.02 IPG.

## RESULT AND DISCUSSION

Representation of Women in Occupying Top Level Management (Esselon II) Positions in the City Government of Palangka Raya. As Indonesian citizens (WNI), women have the right to work according to their abilities and the profession they are interested in (Tantimin, 2021). The number of female Civil Servants in an area is an indicator to see women's representation in decision making within the Government of a Region. In addition, the number of Civil Servants holding Esselon II positions in City/Regional Government agencies illustrates more clearly how a decision affects women in that area. In 2021, the City of Palangka Raya has 3,130 female Civil Servants (PNS). This number is twice as many as the number of male Civil Servants, who only number 1,591 people (Palangka Raya City Government, 2021).

**Table 1 Civil Servants in the City Government of Palangka Raya by Gender in 2017-2021**

Year	Gender		Total
	Man	Woman	
2017	3252	1839	5991
2018	3244	1720	4964
2019	3241	1638	4929
2020	3101	1609	4710
2021	3130	1591	4721

Source: Palangka Raya City Government, 2021

From these data, it can be seen that the number of female civil servants in the Palangka Raya City Government is dominated by women, meaning that women have a great opportunity to occupy top level management (Esselon II) positions in the Palangka Raya City Government. However, to achieve top level management (Esselon II) positions, every civil servant, both male and female, is required to fulfill important requirements in addition to administrative requirements (Ministry of Administrative Reform and Bureaucratic Reform, 2018), including:

Minimum educational level of bachelor's degree (S-2) in the field of public administration, public management, human resource management, psychology, public policy, law, government science, and or master's degree (S-2) in fields related to resource management human resources;

The minimum rank that must be held is Supervisor (IV/a) for at least the last 2 years; and Work experience as an administrator officer for two years at least twice served.

Based on the data obtained, female civil servants within the Palangka Raya City Government have a great opportunity to occupy top level management (Esselon II) positions, namely as follows:

### **Level of education**

The level of education is considered important because the higher the education a person has, the knowledge and skills they have will increase. Each level of education provides a different learning experience, so as to train one's ability to become more proficient in applying their field of knowledge. In occupying a top level management position, an official is expected to be able to lead, make decisions and implement decisions properly in the agency he leads. In addition, education is also related to the level of confidence and trust of colleagues or subordinates in the office. So it takes sufficient education to be able to occupy top level management positions (Esselon II) in an agency.

Based on the data, the level of education for female civil servants in Palangka Raya City in the last few years, namely 2017 to 2020, has increased. The peak occurred in 2020, namely as many as 2,413 people had their last education at the undergraduate level (S-1) and stratum two (S-2). This figure is quite different from the previous year, there were only 2,366 people.

### **Minimum Rank**

In the civil service, class rank is very important. Rank and class not only affect the amount of salary and benefits that will be received by civil servants, but also have an important function, namely as a determinant of a civil servant in occupying a position. To occupy the position of top level management (Esselon II) for a civil servant, at least the last two years have the rank of supervisor (IV/a).

### **Work Experience as Administrator Officer**

It is undeniable that one's work experience is very important. Not only for the advancement of his own career, but also for his work institution. Work experience provides sufficient information about the field occupied by a person, so that a person has soft skills and is able to solve problems that occur in his

work environment in the future. Good work experience will also generate trust from colleagues, subordinates and superiors/work leaders.

The Ministry of Administrative Reform and Bureaucratic Reform (Kemen Pan RB), also considers the work experience of a civil servant as important. Thus, making work experience one of the absolute requirements that must be met by civil servants who apply to occupy positions above them. The requirements set by the Kemenpan RB in holding the Esselon II position are a minimum of Supervisor IV/a who has been held overnight for the last two years. The position of administrator (Povervisor IV/a) at the regional/provincial level usually holds positions as body/service secretary, head of field/department, etc. In general, the position of administrator has the responsibility to lead the implementation of all public service activities as well as government administration and development (Wikipedia Indonesia, 2022). From this experience, it is hoped that an official will have soft skills that make him worthy and able to carry out the duties and responsibilities as an Esselon II official later.

Based on data obtained in the last three years (2019 to 2021), female civil servants within the Palangka Raya City Government based on position have experienced an increase every year. As shown in the following data:

**Table 2 Civil Servants in the City Government of Palangka Raya Based on Positions in 2019-2021**

Position	2019	2020	2021
<b>Specific Functionality</b>	2243	2221	2148
<b>General Functionality</b>	695	583	649
<b>Esselon. V</b>	-	-	-
<b>Esselon. IV</b>	241	234	270
<b>Esselon. III</b>	52	53	54
<b>Esselon. II</b>	10	10	9
<b>Esselon. I</b>	-	-	-
<b>Total</b>	3241	3101	3130

## CONCLUSIONS

In the end it was concluded that in terms of quantity and quality female Civil Servants (PNS) within the Palangka Raya City Government environment fulfilled the minimum requirements to occupy high positions within the Palangka Raya City Government environment (Esselon II). From the data it was concluded that more than 70% of female Civil Servants (PNS) within the Palangka Raya City Government have the opportunity to occupy high positions (eschelon II). Of this number, only 40% were female Civil Servants (PNS) who eventually succeeded in occupying top level management (Esselon II) positions. However, this percentage is higher than 30%, which is the requirement used to

determine the representation of women to occupy positions in the People's Legislative Assembly as described in the introductory chapter.

It is said that female Civil Servants (PNS) not only meet the standards in terms of quantity, but also the general and specific requirements set by the Ministry of Administrative Reform and Bureaucratic Reform (Kemen Pan RB), namely a minimum education level of two degrees (S-2), class rank minimum supervisor (IV/a) and work experience as an administrator at least twice for two years.

This research is only an examination of the representation of women in top level management (Esselon II) positions in the City Government of Palangka Raya. Henceforth, it may still be necessary to make observations about the role of women as Civil Servants (PNS) in the Government Environment, especially the City Government of Palangka Raya.

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