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Analysis of Women's Empowerment Governance at the Makassar City Women's Empowerment and Child Protection Office

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ABSTRACT
This study aims to analyze the quality of women empowerment implementation at the Office of Women's Empowerment and Child Protection (DPPPA) of Makassar City. The research focuses on three main aspects: planning, implementation, and evaluation and impact. A qualitative descriptive approach was employed, with data collected through observation, in-depth interviews, and documentation. Informants included the Head of the Office, division heads, implementing staff, and community leaders. Data analysis followed the interactive model of Miles and Huberman, consisting of data reduction, data display, and conclusion drawing. The findings indicate that the quality of women empowerment implementation has generally aligned with existing policies and regulations but has not yet reached optimal performance. Limitations were identified in participatory planning, resource availability during implementation, and the sustainability of program evaluation. Supporting factors include women's awareness, regulatory support, organizational readiness, staff competence, and service facilities, while inhibiting factors stem from internal resource constraints and low community participation influenced by socio-cultural conditions. Strengthening needs-based planning, improving staff capacity, and conducting continuous evaluations are therefore essential to enhance the quality of women empowerment programs in Makassar City.

A. INTRODUCTION

Women's empowerment is one of the strategic issues in national and regional development because it is closely related to efforts to realize social justice, gender equality, and improving the quality of human resources. Women have a very important role in various aspects of life, both in the family, society, and economic development. However, in the social reality, women still face various forms of inequality and limitations, such as low access to economic resources, education, and training, limited participation in public decision-making, and high vulnerability to gender-based violence and discrimination.

This condition shows that development that does not pay attention to gender perspectives has the potential to perpetuate social injustice. Therefore, women's empowerment is an important instrument to ensure that women have equal abilities, opportunities, and bargaining positions with men. Women's empowerment is not only interpreted as providing assistance, but as a process of increasing women's capacity,

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awareness, and independence to be able to control resources, make life choices, and actively participate in development. This is in line with Kabeer's view that women's empowerment is related to increasing access to resources, agency, and achieving meaningful results.

The Government of Indonesia has shown its commitment to women's empowerment efforts through various policies and regulations, one of which is through Presidential Instruction No. 9 of 2000 concerning Gender Mainstreaming in National Development. The policy emphasizes that the entire development process, from planning, implementation, to evaluation, must integrate a gender perspective. At the regional level, this commitment is realized through the establishment of regional apparatus that specifically handles women's empowerment and child protection, including the Makassar City Women's Empowerment and Child Protection Office (DPPPA).

The Makassar City DPPPA has a strategic role in formulating and implementing various women's empowerment programs that aim to improve the quality of women's lives, strengthen women's roles in the family and society, and encourage women's independence and participation in development. These programs include socialization activities on gender equality, women's capacity and skills building, women's group assistance, and facilitation of access to services and resources. Through these programs, it is hoped that women will not only become objects of development, but also active and empowered subjects.

However, the implementation of women's empowerment programs at the regional level is inseparable from various challenges and obstacles. Some of the problems that are often faced include limited human resources and budgets, suboptimal supporting facilities and infrastructure, low participation of women as target groups, and the strong influence of patriarchal social and cultural values. In addition, the program planning process that tends to be top-down has the potential to cause programs to be less responsive to the real needs of women in society.

These conditions show that the success of women's empowerment is not only determined by the existence of the program, but also by the quality of its implementation. The quality of implementation includes how the program is planned, implemented, and evaluated on an ongoing basis to ensure the achievement of the expected goals and impacts. Therefore, an analysis of the quality of the implementation of women's empowerment is important to assess the extent to which the programs run by the Makassar City DPPPA have been effective and provide real benefits to women.

Based on this description, this study is focused on analyzing the quality of the implementation of women's empowerment at the Makassar City Women's Empowerment and Child Protection Office. This research is expected to provide a comprehensive overview of the implementation of women's empowerment, identify factors that support and hinder it, and provide recommendations for improvement to improve the quality and sustainability of women's empowerment programs in Makassar City.

B. METHODS

This study uses a qualitative approach with a descriptive method, which aims to gain a deep and comprehensive understanding of the implementation of women's empowerment programs at the Makassar City Women's Empowerment and Child Protection Office (DPPPA). The qualitative approach was chosen because this study

does not focus on measuring numbers or statistical relationships, but on exploring the meaning, process, and dynamics of program implementation as it occurs in the field.

Research informants are determined by purposive sampling, which is based on certain considerations in accordance with the purpose of the research. The informants consist of the Head of the Service, the head of the field in charge of women's empowerment, the program implementing staff, and community leaders who are involved or know about the implementation of the women's empowerment program.

Data collection techniques were carried out through in-depth interviews, observations, and documentation studies. In-depth interviews were conducted directly with informants to obtain data on the planning, implementation, evaluation of the program, as well as supporting and inhibiting factors of the women's empowerment program. Observations were carried out to directly observe program implementation activities, interactions between implementers and participants, and the condition of supporting facilities and infrastructure. The documentation study was carried out by examining official documents such as the RPJMD, DPPPA Strategic Plan, activity reports, and laws and regulations related to women's empowerment.

C. RESULTS AND DISCUSSION

RESULT

The results of this study show that the research questions regard:

1. **Analysis of Women's Empowerment Governance at the Makassar City Women's Empowerment and Child Protection Office**.

   a. Planning

   The findings show that the planning of the women's empowerment program has been prepared with reference to the RPJMD and the DPPPA Strategic Plan. The goals and objectives of the program are formulated to improve the quality of life of women through increasing capacity, knowledge, and access to resources. However, the results of the interviews indicate that the involvement of women as a target group in the planning stage is still limited. Input from the community is generally obtained indirectly through village officials or previous activity reports.

   b. Implementation

   The implementation of the program is carried out through socialization of gender equality, skills training, assistance for women's groups, and facilitation of access to services. Field observations show that activities run according to the work schedule, but the scope of participants is still limited. The implementing apparatus tries to adapt the implementation method to field conditions, including the selection of time and location of activities in order to reach participants. The main obstacles found are the limited number of implementers and budgets so that the frequency and reach of activities are not optimal.

   c. Program Evaluation and Impact

   The results of the internal evaluation showed an increase in participants' knowledge and awareness related to women's rights and gender equality. Program participants stated that they gained a new understanding and motivation to participate in social and economic activities. However, the impact on increasing women's economic independence has not been even and tends to be short-term, especially in groups that have not received follow-up assistance

2. **Supporting Factors for the Analysis of Women's Empowerment Governance at the Makassar City Women's Empowerment and Child Protection Office.**

   a. Awareness

   The results of this interview show the level of understanding, willingness, and readiness of women as the target group to be involved in empowerment activities. Women who have high awareness tend to show more positive responses and more active participation in every activity held.

   b. Rules

   From the results of the interviews, the researcher concluded that the existence of regional policies and regulations is a strong legal basis in the implementation of the program. The rules provide clarity on procedures, policy directions, and legitimacy for every women's empowerment activity, while strengthening cross-sector coordination.

   c. Organisasi

   In addition, the researcher found that the DPPPA's clear organizational structure, directed division of tasks, and effective inter-agency coordination demonstrate institutional readiness in implementing women's empowerment programs in a planned and systematic manner.

   d. Abilities and Skills

   From the results of the interviews, the researcher concluded that apparatus that has good technical abilities and communication skills is able to carry out socialization, training, and mentoring effectively. The competence of these apparatus contributes directly to the quality of program implementation and the achievement of activity objectives.

   e. Facilities of Service

   The findings show that the availability of supporting facilities and infrastructure, such as work equipment, activity spaces, and other supporting facilities, helps the smooth implementation of the program and supports the effectiveness of interaction between facilitators and participants.

3. **Inhibiting Factors in the Analysis of Women's Empowerment Governance at the Makassar City Women's Empowerment and Child Protection Office.**

   a. Internal

   The results of this interview include the limited number of apparatus, the high workload, and the limitation of supporting facilities and facilities. This condition has caused some activities to not be carried out optimally and the scope of the program to be limited.

   b. Eksternal

   It is related to low awareness and participation of the community as well as the lack of support for family and social environment. The lack of public understanding of the importance of women's empowerment programs has an impact on the low level of involvement in the activities held, thus affecting the effectiveness and sustainability of the program.

DISCUSSION

The researcher will present data and discuss the results of direct observations and interviews conducted by the researcher. The focus of the research is to see how the analysis of the quality of the implementation of women's empowerment at the Makassar City Women's Empowerment and Child Protection Office. As well as the supporting factors and inhibiting factors for the analysis of the quality of the implementation of women's empowerment at the Makassar City Women's Empowerment and Child Protection Office (DPPPA) as follows:

1. **Analysis of Women's Empowerment Governance at the Makassar City Women's Empowerment and Child Protection Office**

   The analysis of the quality of the implementation of women's empowerment at the Makassar City Women's Empowerment and Child Protection Office (DPPPA) was carried out by associating the results of the research findings with the theory of the concept of women's empowerment. According to Dunn (2018), policy evaluation is a systematic process to assess the extent to which a program achieves the goals that have been set and the impact it causes. In the context of women's empowerment, evaluation not only assesses the output of activities, but also outcomes in the form of changes in women's capacity, awareness, and independence (Kabeer, 1999; Fakih, 2024)

   From the planning aspect, the results of the study show that the women's empowerment program at the Makassar City DPPPA has been prepared with reference to regional planning documents, such as the RPJMD and the DPPPA Strategic Plan. This is in line with the view of Nugroho (2024) who states that public program planning must be integrated with development planning documents in order to have legitimacy and clear direction. However, the involvement of women as a target group in the planning process is still not optimal. Program planning tends to be top-down, so it does not fully accommodate the real needs of women at the community level. This condition has implications for the lack of maximum usefulness of some empowerment activities.

   In terms of implementation, women's empowerment programs have been implemented through various activities, such as socialization of gender equality, skills training, and assistance for women's groups. In general, the implementation of the program has been carried out in accordance with the set work plan. However, the effectiveness of implementation is still influenced by limited human resources and budgets. This is in line with the findings of Arifin et al. (2025) who emphasized that limited apparatus resources can have an impact on the low effectiveness of public policy implementation. Nevertheless, the commitment of the implementing apparatus is an important factor that maintains the sustainability of the program, aspects of evaluation and impact, the results of the study show that women's empowerment programs have a positive impact in increasing women's knowledge, awareness, and understanding of women's rights and gender equality. These findings are in line with the concept of women's empowerment put forward by Kabeer (1999), that empowerment is characterized by an increase in the ability of individuals to make strategic choices in life. However, the impact of programs on increasing women's economic independence is still uneven and tends to be short-term.

Therefore, it is necessary to strengthen sustainability-oriented programs and long-term assistance as suggested by Hardiana (2024).

2. Supporting Factors and Inhibiting Factors of the Analysis of Women's Empowerment Governance at the Makassar City Women's Empowerment and Child Protection Office.

The results of the interviews showed that to ensure that the implementation of the women's empowerment program at the Makassar City Women's Empowerment and Child Protection Office (DPPPA) was influenced by various supporting factors and interrelated inhibiting factors. The analysis of these factors was carried out by associating the research findings with the theory of public policy implementation and the concept of women's empowerment.

The level of awareness to be involved in empowerment activities is an important capital in the success of the program. This is in line with the concept of women's empowerment put forward by Kabeer (1999) who emphasizes that empowerment is characterized by an increase in the individual's ability to make choices and make strategic decisions. This finding is also reinforced by Mandasari (2023) who states that women's active participation is the key to the success of empowerment programs at the local level.

The existence of policies and regulations that regulate women's empowerment provides a clear legal basis for the implementation of programs. According to Nugroho (2024), public policies supported by strong regulations will be easier to implement because they have legal certainty and clear policy directions. These regulations serve as guidelines for the apparatus in carrying out activities and strengthen the legitimacy of programs at the regional level.

The results of the interviews revealed that the DPPPA's clear organizational structure, directed division of tasks, and internal coordination that runs quite well support the smooth implementation of the program. Afandi (2023) emphasized that public sector organizations that have good structure and governance will be more effective in achieving program goals.

Abilities and skills that have technical competence and understanding of women's empowerment issues are able to carry out socialization, training, and mentoring activities more effectively. This is in line with the findings of Nasrun et al. (2025) which stated that the competence of the apparatus has a significant effect on the quality of public services and the success of policy implementation.

Supporting facilities and infrastructure, such as activity rooms, work equipment, and other facilities, help the smooth implementation of the program and increase the effectiveness of interactions between implementers and participants. Firdaus et al. (2023) emphasized that the availability of service facilities affects the effectiveness and quality of the implementation of public programs.

On the other hand, the implementation of women's empowerment programs also faces various inhibiting factors. Internal inhibiting factors include the limited number of human resources, the high workload of the apparatus, and limited budgets and supporting facilities. This condition is in line with the view of Arifin et al. (2025) who stated that the limited organizational resources are one of the main causes of the low effectiveness of public policy implementation in the regions.

In addition, external inhibiting factors are related to the low participation of some communities, lack of family support, and the influence of social and cultural

conditions, including patriarchal culture, which is still strong. Fakih (2024) emphasized that patriarchal culture is still a structural obstacle in women's empowerment efforts, because it limits the space for women's participation and role in the public sphere. Therefore, a more participatory, educational, and sustainable approach strategy is needed to overcome these obstacles and increase the effectiveness of the implementation of women's empowerment programs.

D. CONCLUSION

Based on the results of research and discussion on the analysis of the quality of the implementation of women's empowerment at the Makassar City Women's Empowerment and Child Protection Office (DPPPA), it can be concluded that in general, women's empowerment programs have been implemented in accordance with applicable planning documents and regulations. The programs carried out have led to efforts to increase the knowledge, awareness, and role of women in the family and society, even though the resulting achievements are not fully optimal.

The implementation of the women's empowerment program is supported by several main supporting factors, namely the awareness of women as a target group, rule support, organizational readiness, abilities and skills, and the availability of service facilities and infrastructure. These factors play an important role in maintaining the sustainability of the program and supporting the achievement of the goals of women's empowerment activities in Makassar City.

However, the implementation of women's empowerment programs also still faces a number of inhibiting factors, both internal and external. Internal inhibiting factors include limited human resources, a fairly high workload of apparatus, and limited budgets and supporting facilities. Meanwhile, external inhibiting factors are related to the low participation of some communities, lack of family support, and the influence of social and cultural conditions, including a strong patriarchal culture.

Based on these findings, it can be concluded that the effectiveness of the women's empowerment program at the Makassar City DPPPA is greatly influenced by the organization's ability to maximize supporting factors and minimize inhibiting factors. Therefore, efforts are needed to strengthen institutional capacity, improve the competence of the apparatus, and develop a more participatory and sustainable strategy so that the implementation of women's empowerment programs in the future can run more effectively and have a wider impact on improving the quality of life of women.

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