

## Implementation of the Women's Capacity Building Program in Organizational Participation in Poso Regency

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### ABSTRACT

This research is driven by the phenomenon of not optimal implementation of the Women's Capacity Building Program in Organizing in Poso Regency. Using a qualitative approach and descriptive analysis methods, this study aims to answer the research question: how to implement the Women's Capacity Building Program in Organization. To analyze the problem, this study refers to Edwards III's theory which includes four aspects: communication, resources, disposition, and bureaucratic structure. The results of the study explained that the implementation of the Women's Capacity Building Program in Organizing in Poso Regency has not been carried out optimally. This is due to inhibiting factors such as lack of budget, patriarchal culture, low quality of human resources, and low commitment of the government and women's organizations to organizational capacity building programs.

## INTRODUCTION

The 1945 Constitution affirms equal rights and obligations for every citizen, including women, to obtain equality and justice in all aspects of life. This is strengthened by Law Number 7 of 1984 concerning the Ratification of the Convention on the Elimination of All Forms of Discrimination against Women. Development policies, programs, and activities that are discriminatory, exploitative, and repressive against women are contrary to Human Rights (HAM) and the 1945 Constitution.

Presidential Instruction No. 9 of 2000 on Gender Mainstreaming requires the government to integrate gender perspectives in development policies and programs. Although the strengthening of women's existence has been legally recognized, the reality on the ground shows a significant gap between legal expectations and implementation. In Poso Regency, women still face challenges such as discrimination, violence, and limited access to education, the economy, and participation in organizations. The Central Statistics Agency (BPS) of Central Sulawesi (2023) noted that only 23% of women in Poso occupy leadership positions in formal organizations.

To strengthen the position of women to achieve equality and justice, the government has established a Policy on Women's Capacity Building through the Empowerment Program, as stated in the Strategic Plan of the Ministry of Women's Empowerment and Child Protection through the Decree of the Minister of State for Women's Empowerment Number 27/Kep/Men/IV/2015. The goal of this policy is to increase women's capacity through increased access, control, status, and position in various activities, including organizations. The Women's Empowerment and Child Protection Office (DP3A) was appointed as the main person in charge of the implementation of this program.

The reality in Poso Regency reflects the gap between expectations and policy implementation. Initial observations on January 19, 2024 revealed that DP3A has not been able to implement the Women's Capacity Building Program optimally, especially due to budget limitations from the Regional Government. According to BPS (2023), women's participation in formal organizations in Poso Regency only reaches 15%, far behind the national average of 25%. The Ministry of Women's Empowerment and Child Protection report (2024) also highlights the low involvement of women in decision-making, with only 10% of women occupying strategic positions in local civil society organizations. This condition shows the existence of systemic barriers, such as a lack of leadership training, limited access to resources, and a strong patriarchal culture.

## THEORETICAL REVIEW

### *Policy Theory*

Policy is basically a decision. Therefore, all the characteristics and procedures that exist in a decision are also attached to a policy. According to Widodo (2007:89) policies are public decisions taken by the state and implemented by bureaucratic apparatus. Wahab (2005:16), says that: The steps that need to be taken in connection with the making of the policy, are:

1. Declaring social context, meaning pointing to aspects and/or sectors of policy that are considered to be related to the problem

2. To describe the desired conditions, that is, to state the principles, norms and purposes that apply to the social relations stated.
3. Describe the ongoing situation and the situation that may occur in the relevant field of wisdom if the current policy is unchanged.
4. Compare ongoing and probable circumstances with expected circumstances. Seeing the state of incompatibility between the ongoing or possible circumstances on the one hand and the expected circumstances on the other is seeing a problem.
5. Determine the causes of the incompatibility, in other words the causes of the problem.

To obtain policies that are in accordance with the public will, all parties involved in the making of public policy need to observe and actualize various dimensions of policy making, including problems that may occur around the policy process.

The Women's Capacity Building Program aims to empower women to have the ability and rights to achieve a better and meaningful life. Moeljarto (2004:12-14) put forward six steps that need to be considered in increasing women's capacity: (1) Increasing women's capacity as an absolute prerequisite for the elimination of gender discrimination; (2) Breaking exploitative relationships with women after critical awareness arises; (3) Instilling a sense of equality (egalitarian) and affirming that different roles are not destiny, but social construction; (4) Realizing development involving women as a whole; (5) Women's empowerment; (6) Equitable distribution of development infrastructure.

This study uses the theory of Edwards III (1980), which states that policy implementation is influenced by four variables: (1) Communication, (2) Resources, (3) Disposition, and (4) Bureaucratic structure. These four variables are interrelated (Subarsono, 2005). Edwards III asserted that "without effective implementation, the decisions of policymakers will not be carried out successfully." The factors that affect implementation according to Edwards III are:

1. Communication, Lack of communication to implementers will seriously impact policy implementation.
2. Resources! The component of this resource consists of the number of staff, expertise of the implementers or staff, clear and relevant information so that it is sufficient to implement policies and fulfill related resources in the implementation of the program, .
3. Disposition (attitude). The factor that affects the effectiveness or not of policy implementation is the attitude of the implementer. Implementers may understand the purpose of the program's goals but often the goals are not achieved precisely because they reject the goals within them so they silently divert and avoid the implementation of the program. In addition, the support of implementing officials is also needed in order to achieve the goals and objectives of the program.
4. Bureaucratic Structure. The bureaucratic structure cannot be separated from the implementing body of a policy. Bureaucratic structures are

characteristics, norms, and patterns of relationships that occur repeatedly, executive bodies have both potential and real relationships with what they have in carrying out policies.

## **METHODOLOGY**

The research design used in this study is qualitative. The qualitative design was chosen considering that the research aims to reveal what happens in empirical reality and this research is more observing and exploring the behavior of the object being studied so that it is not possible to draw a causal relationship from the results of this study. The data sources are primary data and secondary data. The information collection procedure used in this study is by using the following techniques: Free interviews (non-structure), observation (observation), and document review based on written sources (documents), as well as field notes, as follows. The data analysis used is qualitative data analysis.

## **RESULTS AND DISCUSSION**

### ***Overview of Research Locations***

The population of Poso Regency continues to increase, with an average increase of 0.81% in the last six years. The total population in 2020 was 235,567 people, increasing to 256,393 people in 2025. However, based on the 2020 population census by BPS Poso Regency, the population was recorded at 244,857 people, showing a decrease of 4.50% or 183,758 people from the previous year's projection. The highest population growth will occur in 2025 at 2.37%. The average number of residents per household is 4 people.

There are 37 women's organizations in Poso Regency, with 33 active and 4 inactive organizations. Capacity building programs for administrators and members of the organization include skills training based on environmental needs and potential, entrepreneurship training, training to strengthen organizational administration, and seminars, which are carried out in partnership with relevant agencies.

### ***Implementation of the Women's Capacity Building Program in Organizing in Poso Regency***

Women have a very strategic role in various aspects of life, both in the family, society, and at the government level. Therefore, increasing the capacity of women in organizations is a very important step to support the creation of gender equality and women's empowerment.

"Through this activity, it is hoped that it can provide more knowledge, skills, and insights to all participants so that they can be more confident and able to contribute optimally to various organizational and development activities in Poso district. Women are required to continue to learn and improve their capacity to adapt to changing times.

In Poso Regency, the agency that holds the responsibility is the Women's Empowerment and Child Protection Agency based on the regulation of the Minister of State for Women's Empowerment No. 2 of 2008 concerning Guidelines for the Implementation of Women's Protection. Regulations and article 9 of Government Regulation Number 23 of 2007 concerning the Division of

Government Affairs between Provincial Governments, and Regency/City Regional Governments need to stipulate the Regulation of the Minister of State for Women's Empowerment of the Republic of Indonesia concerning Guidelines for the Implementation of Women's Protection Programs.

The Women's Organization Capacity Building Program is intended to provide a reference for provincial, district and city governments in the implementation of women's protection in an integrated manner. (Ministerial Regulation No. 2 of 2008). The guidelines mentioned above are the basis for the implementation of programs or activities for quality of life and protection of women. starting from the provincial level to the district/city.

Ministerial Regulation Number 2 of 2008 explains, that: the purpose of the program to increase the capacity of Women's Organizations as a form of women's protection as stated in article 3, as follows: women's protection aims to, ensure the implementation of women's protection programs and activities by the regions in a systematic, comprehensive, sustainable and integrated manner, increase the commitment of the Provincial, Regency and City Regional Governments in implementing policies, programs and activities to improve the quality of life and protection of women, increase the effectiveness of the implementation of policies, programs and activities of quality of life and protection of women in the regions in a systematic, comprehensive, sustainable and integrated manner; and encourage institutions that handle the tasks and functions of women's empowerment both in local governments and community institutions, universities and communities in the regions to improve the performance of government institutions in efforts to handle programs to improve the quality of life and protect women.

The above description shows that in general, the policy of increasing the capacity of women's organizations aims to improve the quality of women's lives through the creation of a sense of security and improvement of the quality of self-capacity and the ease of fulfilling human rights and women's rights specifically, as well as trying to reduce the rate of violence against women both in the household environment, in the work environment and in the community environment.

The Women's Organization Capacity Building Program is based on the circumstances, conditions, problems, potentials, and needs of the people of Poso Regency

To dissect and analyze how the implementation of the capacity building program of Women's Organizations in Poso Regency, the researcher uses Edward III's theory by looking at 4 aspects, namely i) Communication aspects 2) Resources 3) Desposition 4) Bureaucratic Structure, as follows:

#### 1. Communication

Communication in this context refers to coordination between agencies such as DP3A, Bappeda, the Department of Industry and Trade, MSMEs, the police, and domestic and foreign NGOs. The results of the study show that this coordination is not running optimally. DP3A tends to implement programs independently without adequate coordination with partners, as revealed in an

interview with NGO representatives on August 11, 2024. Lack of coordination hinders the achievement of goals, such as women's economic empowerment.

The DP3A program includes five activities: (1) Preparation of a women's protection system, (2) Advocacy and assistance for victims of domestic violence, (3) Basic leadership training (LKW), (4) Organizational management, and (5) Counseling for prosperous families. The lack of socialization to women's organizations is the main inhibiting factor, as revealed in an interview on August 12, 2024. Minimal socialization led to low participation and understanding of women's organizations in the program.

The lack of inter-agency communication reflects the weak synergy in policy implementation. According to Edwards III, effective communication requires clear, consistent, and directed transmission of information. In Poso, the lack of regular coordination forums between DP3A and partners such as Bappeda or NGOs hinders the flow of information about the needs and potential of women's organizations. For example, entrepreneurship training that should involve the Department of Industry and Trade is often uncoordinated, so the training materials are not in accordance with the needs of the local market. In addition, the strong patriarchal culture in Poso exacerbates communication barriers, as many male stakeholders tend to prioritize other issues over women's empowerment. To address this, DP3A needs to form a cross-agency coordination team that meets regularly to develop an integrated plan. Intensive socialization through local media, such as radio or community meetings, can also increase awareness and participation of women's organizations.

## 2. Resources

The implementation of the program has not been optimal due to limited funds and delays in budget disbursement. Insufficient funding allocation causes training such as organizational management and leadership to not run as scheduled. An interview on August 14, 2024 revealed that the merger of two activities (organizational management and leadership training) in a short period of time reduced its effectiveness. Training that is supposed to strengthen the administration of the organization is not optimal due to limited time.

Of the 37 women's organizations in Kesbangpol Poso, 33 are active with 726 administrators. The education level of the administrators is: Elementary School 24 people (3.3%), Junior High School 427 people (58.8%), High School 216 people (29.7%), S1 48 people (6.6%), S2 10 people (1.4%), and S3 1 person (0.1%). This low level of education shows that the quality of human resources is still limited.

Limited resources, especially budget and quality of human resources, are the main obstacles. According to Edwards III, resources include funds, staff, and infrastructure. In Poso, the limited budget not only limits the number of activities, but also the quality. For example, leadership training combined with organizational management fails to provide an in-depth understanding due to its short duration. In addition, the low level of education of female organizational administrators (58.8% with junior high school education) indicates the need for basic organizational literacy training before moving on to more complex topics such as strategic leadership. The limited human resources at DP3A also exacerbate

the problem, as existing staff often lack specific expertise in women's empowerment. To address this, local governments need to allocate dedicated budgets for ongoing training and recruit gender experts. Cooperation with international NGOs that have the funds and expertise can also be a solution, as has been done in other areas such as Yogyakarta, where partnerships with international organizations improve the quality of training.

### 3. Desposition

Low commitment from program implementers is an inhibiting factor. Interviews on August 14, 2024 show that activities are often carried out based on the instructions of the leadership without independent initiative. Heads of Fields in DP3A often lack understanding of women's empowerment programs due to position mutations that do not consider expertise. Untimely shifts in positions also interfere with the continuity of the program. The lack of coordination meetings between the fields in DP3A and related partners exacerbates the situation.

Disposition, or executing attitudes, are a critical factor in Edwards III's theory. In Poso, the low commitment of DP3A officials reflects a lack of understanding of the importance of women's empowerment. Position mutations that are not based on expertise cause new officials to need time to understand the program, thus interfering with implementation. In addition, the patriarchal culture among local government officials often overlooks gender issues as a priority. For example, interviews with members of women's organizations on August 15, 2024 revealed that officials often did not attend training activities because they were considered "less important." To improve disposition, DP3A needs to involve officials in gender awareness training and establish a dedicated team focused on women's empowerment. Incentives for officials who successfully implement the program can also increase commitment.

### 4. Bureaucratic Structure

The absence of technical instructions (juknis) or SOPs as guidelines for program implementation is the main obstacle. The program is run only on the basis of national regulations with no local adaptation. This causes the implementation of the program to be unstructured and difficult to evaluate.

**Advanced Analysis:** An unclear bureaucratic structure hinders the effectiveness of the program. According to Edwards III, a good bureaucratic structure has clear norms, relationship patterns, and procedures. In Poso, the absence of SOPs has led to ad hoc and inconsistent program implementation. For example, entrepreneurship training often lacks clear guidelines on target participants, materials, or indicators of success. This is exacerbated by the lack of coordination between units in DP3A, so responsibilities often overlap. To address this, DP3A needs to develop SOPs that are specific to each activity, such as leadership or entrepreneurship training, with measurable success indicators. The establishment of a special unit for monitoring and evaluation can also ensure a more structured implementation. An example of the success of a good bureaucratic structure can be seen in Sleman Regency, where the SOP for women's

empowerment increased women's participation in the organization by 35% in three years.

### ***Implications and Recommendations***

Obstacles in communication, resources, disposition, and bureaucratic structure indicate that the Women's Capacity Building Program in Poso has not achieved its goals optimally. A strong patriarchal culture exacerbates the challenge, as women are often not considered a priority in decision-making. The low participation of women (15% in formal organizations) and involvement in strategic positions (10%) reflect the need for more targeted interventions.

Recommendations include:

1. **Communication:** Establish a cross-agency coordination forum and increase socialization through local media.
2. **Resources:** Allocate specific budgets for training and recruiting gender experts.
3. **Disposition:** Train officials on gender awareness and provide incentives for program implementation.
4. **Bureaucratic Structure:** Prepare specific SOPs and form monitoring and evaluation units.

## **CONCLUSIONS AND RECOMMENDATIONS**

The implementation of the Women's Organization Capacity Building Program in Poso Regency has not been carried out optimally, so it has not been effective in encouraging women's active participation, leadership, and involvement in decision-making. Challenges such as limited resources, patriarchal culture, and inadequate funding need to be addressed through an integrated and structured approach.

## **FURTHER STUDY**

Future research is recommended to expand the geographical scope of the study in order to compare the implementation of women's capacity-building programs across regions with different social, cultural, and economic characteristics. Such comparative studies are important for identifying contextual factors that influence program effectiveness and for developing more adaptive and sustainable implementation models in promoting women's organizational participation.

In addition, further studies are encouraged to apply a mixed-methods approach by integrating both quantitative and qualitative data more comprehensively. This approach would provide deeper insights into the level of women's participation in organizations, improvements in leadership capacity, and the broader impact of capacity-building programs on strengthening women's roles in local development processes.

Future researchers are also expected to examine additional variables such as local government policy support, the role of civil society organizations, access to education and training opportunities, and the utilization of digital technology in enhancing women's organizational participation. These aspects are essential

for generating more strategic policy recommendations to support sustainable women's empowerment programs in Poso Regency and other regions.

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