

Policy Analysis of Institutional Capacity Building at the Department of Women's Empowerment and Child Protection in Bintan Regency

Defitriyani Defitriyani

Bintan Regency Regional Inspectorate

Corespondence: devhydanish@gmail.com



Received: October 21, 2024 | Revised: November 16, 2024 | Accepted: December 7, 2024



<https://doi.org/10.69812/jgs.v1i2.51>

ABSTRACT

This study aims to analyze the institutional capacity-building policy at the Department of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3KB) in Bintan Regency. The background of this research is the importance of institutional capacity building as an effort to strengthen public services and meet community needs in the fields of women's empowerment and child protection. The research method used is qualitative descriptive with a case study approach. Data collection was conducted through interviews, observations, and document analysis, which were then analyzed using pattern matching techniques and explanation development based on Grindle's capacity development theory. The results of the study indicate that DP3KB faces challenges such as limited human resources, inadequate budget allocation, and suboptimal organizational structures. Nevertheless, efforts to strengthen institutional capacity include staff training, strengthening internal mechanisms, and synergy with other institutions. In conclusion, institutional capacity-building policies encompassing dimensions of human resource development, organizational strengthening, and comprehensive institutional reform are required to improve the effectiveness of DP3KB services in Bintan Regency. Additionally, periodic evaluations of implemented programs are essential to ensure the sustainability and positive impacts of these policies. Effective policy implementation through strategic planning, monitoring, and cross-sector collaboration is expected to realize the organization's vision and mission in supporting fair and inclusive regional development.

Keyword: Policy, Institutional Capacity, Women's Empowerment



INTRODUCTION

Regional autonomy has become one of the key elements in Indonesia's governance system, especially after the implementation of decentralization policies that grant greater authority to regional governments to manage local governance and address the interests of their communities (Sari et al., 2014).

Law Number 23 of 2014 concerning Regional Government defines regional autonomy as the authority of a region to regulate and manage its own governmental affairs and the interests of the local community in accordance with the applicable laws and regulations (Jaweng, 2011). Within this decentralized framework, regional governments are responsible for improving public welfare through more responsive, efficient, and effective planning and implementation of development initiatives (Ratnasari et al., 2014; Shah & Thompson, 2004; Suharyo, 2014). However, while the concept offers significant opportunities, its implementation faces numerous challenges and obstacles that require thorough attention, particularly in the context of strengthening institutional capacity.

The main issue examined in this article is the low institutional capacity at the regional level, particularly in the Department of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3KB) of Bintan Regency. In practice, DP3KB faces various challenges such as limited human resources, inadequate budget allocations, ineffective organizational structures, and suboptimal work cultures. These obstacles significantly hinder DP3KB's ability to effectively perform its duties in women's empowerment, child protection, population control, and family planning. This issue is highly relevant as DP3KB plays a strategic role in supporting sustainable regional development through community empowerment and improved public services.

The urgency of addressing this issue lies in the significant impact that the success or failure of strengthening institutional capacity can have on public welfare. In the era of decentralization, regional governments bear greater responsibility for formulating and implementing policies tailored to local needs (Anggara, 2016; Smith, 2023). Therefore, institutional capacity becomes a key determinant of the successful implementation of regional policies (Akib, 2010; Nugroho, 2011). Previous studies, such as those by have shown that enhancing institutional capacity can improve government efficiency, effectiveness, and responsiveness in serving the public. In the context of DP3KB in Bintan Regency, strengthening institutional capacity is crucial for supporting the implementation of priority programs such as women's empowerment, controlling population growth, and improving family quality of life.

Additionally, this study highlights the lack of coordination among regional work units (SKPDs) in achieving development objectives, particularly those related to social welfare and gender mainstreaming. This issue is one of the main barriers to achieving inclusive and sustainable development goals. For instance, policies that have been formulated often fail to be optimally implemented due to a lack of synergy among relevant agencies (Hudalah et al., 2010; Painter & Pierre, 2005; Potter & Brough, 2004). This underscores the urgent need for institutional reforms that foster more integrated and collaborative working mechanisms.

From a literature perspective, this study aims to provide new contributions to the discourse on regional autonomy and institutional capacity building, particularly at the regional level. Previous studies, have discussed the importance of decentralization and regional autonomy in improving public welfare (Chaskin et al., 2017; Fanany et al., 2010). However, these studies have not specifically focused on the role of institutional capacity in supporting successful policy implementation at the regional level (Christia & Ispriyarso, 2019). This article seeks to fill that gap by focusing on DP3KB in Bintan Regency as a case study. Thus, this article not only provides an overview of the factual conditions of institutional capacity within DP3KB but also offers solutions based on proven capacity-building concepts in various contexts (Effendi, 2002).

Elaborates on several key aspects related to the issue under study. First, it discusses the main challenges faced by DP3KB in Bintan Regency in carrying out its functions and duties (Purwandi, 2006). These challenges include limited human resources, insufficient budget allocation, ineffective organizational structures, and suboptimal work cultures. Second, the article identifies the needs and expectations that should be met to enhance DP3KB's institutional capacity. In this regard, the study proposes various strategies such as training and human resource development, organizational structure reform, improved internal communication and coordination, and optimized budget utilization.

Analyzes the impact of budget realization as part of the process of strengthening institutional capacity. One of the main constraints identified is the limited budget available for DP3KB programs, including support for the activities of Family Planning Field Counselors. This analysis aims to provide evidence-based recommendations on how budgets can be managed more efficiently to support institutional capacity enhancement (Brinkerhoff & Morgan, 2010; Vinzant & Vinzant, 1996). importance of synergy between the central and regional governments in supporting the implementation of regional autonomy. Based on Government Regulation Number 59 of 2012 concerning the National Framework for Capacity Development of Regional Governments, the article identifies steps that can be taken by DP3KB in Bintan Regency to strengthen its institutional capacity, including improving coordination with related agencies at both local and national levels.

The primary objective of this article is to provide scientific contributions that can help regional governments, particularly DP3KB in Bintan Regency, overcome the challenges they face and enhance their institutional capacity. By using a multidimensional approach involving three levels of intervention—system, institution, and individual—this article aims to offer comprehensive, evidence-based solutions to support the successful implementation of regional policies. The article also hopes to provide practical guidance for other regional governments facing similar challenges in the context of regional autonomy and decentralization.

Low institutional capacity within DP3KB in Bintan Regency is a complex and multidimensional problem that requires serious attention from various stakeholders. The urgency of addressing this issue lies in its significant impact on public welfare, particularly for women and children as the main target groups. Using a capacity-building-based approach, this article seeks to contribute to the body of knowledge that can support regional governments in achieving inclusive and sustainable development goals. Through comprehensive analysis and evidence-based recommendations, this article aims to serve as a reference for policymakers in formulating more effective strategies to enhance institutional capacity at the regional level.

RESEARCH METHOD

The research applied a descriptive qualitative approach to analyze the institutional capacity-building policy within the Department for Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3KB) in Bintan Regency. This method was chosen to gain an in-depth understanding of the current state of institutional structures, policies, and practices, as well as the effectiveness of interventions for capacity enhancement (Patton, 1990; Yin, 2010). Data collection was conducted through a triangulation method comprising direct observations, structured interviews with key informants, and a review of relevant official documents. The analysis utilized theoretical frameworks such as

Grindle's (1997) capacity development theory, involving pattern matching, explanation building, and logic modeling.

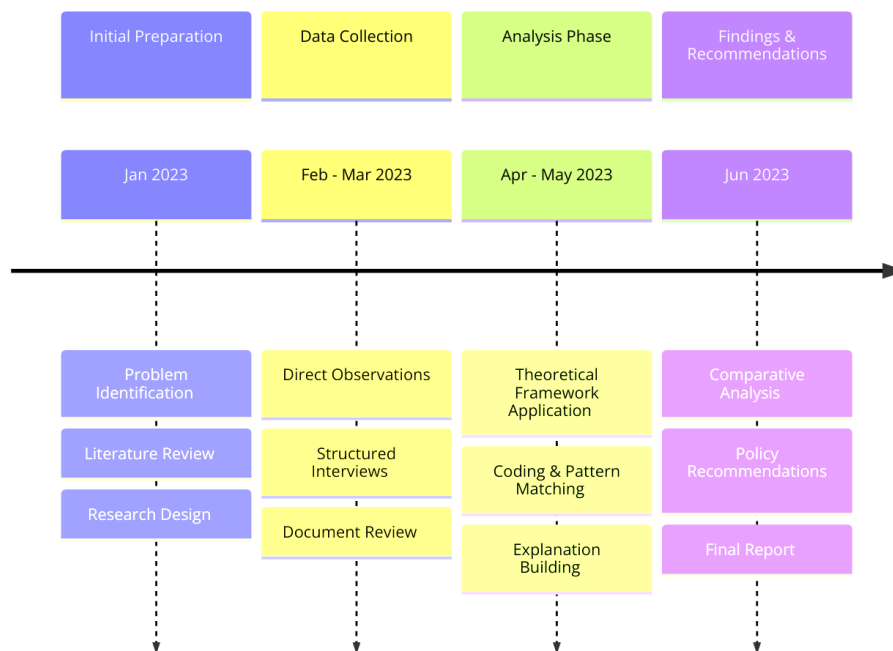


Figure 1. Research Timeline
Source: Author, 2024

The study focused on three main dimensions of capacity building: comprehensive human resource development, organizational strengthening, and institutional reform. Each dimension was examined to assess its contribution to enhancing the efficiency, effectiveness, and responsiveness of DP3KB in achieving its objectives. The research involved key informants from DP3KB staff, community stakeholders, and policymakers to provide a holistic perspective. These informants were selected based on their roles and relevance to the research objectives, ensuring a comprehensive view of the capacity-building processes and challenges.

Data analysis was performed systematically by coding qualitative data to identify recurring themes and patterns related to institutional performance and capacity enhancement initiatives (Sugiyono, 2016; Sutopo, 2002). The findings were interpreted using a comparative approach to align the observed practices with the theoretical benchmarks of effective capacity-building policies. The research aimed to provide actionable recommendations for policy improvement and foster a more responsive and accountable institutional framework for public service delivery in the areas of women's empowerment, child protection, and population management.

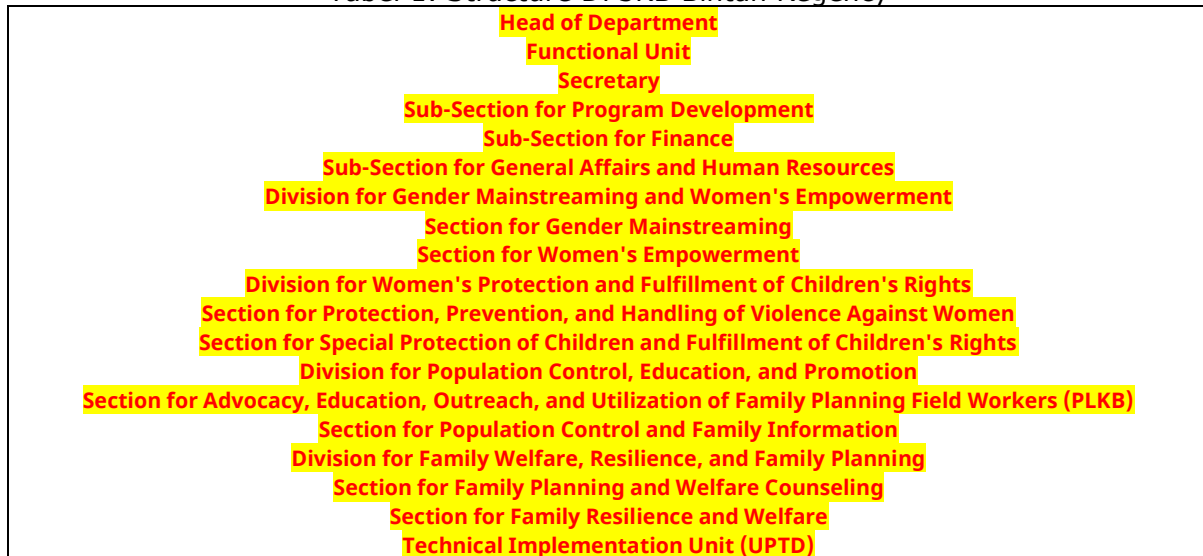
RESULT AND DICUSSION

1. Institutional Conditions of DP3KB Bintan Regency

The Department of Women Empowerment, Child Protection, Population Control, and Family Planning (DP3KB) of Bintan Regency plays a vital role in promoting women's empowerment and child protection while implementing programs for population control and family planning in the region. Based on Bintan Regent Regulation No. 31 of 2016, the organizational structure of DP3KB has been established to support the Regent in formulating and implementing regional

policies in these fields. The department is directly accountable to the Regent and oversees several working units, each with specific tasks and functions aligned with the existing programs and policies. With this clear organizational structure, DP3KB aims to ensure synergy among its divisions, enabling effective coordination and collaboration with other relevant institutions to achieve regional development goals.

Tabel 1. Structure DP3KB Bintan Regency



Source: DP3KB Bintan Regency, 2024

The programs conducted by DP3KB have shown significant positive impacts on the community. Women's empowerment programs enhance their roles and positions in society, contributing to economic, social, and political improvements. Child protection programs have helped reduce cases of child abuse, improve child welfare, and raise public awareness of children's rights. Population control programs ensure that population growth aligns with the carrying capacity of the environment and available resources, creating a balance that supports sustainable development. Additionally, family planning programs provide better access to reproductive health information and services, resulting in fewer unplanned pregnancies, improved maternal and child health, and enhanced family quality of life.

DP3KB Bintan Regency has a workforce committed to achieving its goals. Based on secondary data, the majority of the staff hold a Bachelor's degree (44.82%), with other educational backgrounds ranging from Master's degrees to high school diplomas. However, there is a noticeable gender imbalance, with more male employees (7) compared to female employees (3). Addressing this gender disparity through equitable recruitment, promotion, and training programs is crucial to fostering an inclusive work environment. Additionally, continuous staff capacity building is essential to improve service delivery and organizational performance. Overall, the DP3KB of Bintan Regency demonstrates a clear organizational structure, impactful programs, and a dedicated workforce.

However, further efforts to enhance gender equality, develop staff competencies, and foster collaboration among divisions and external partners are necessary. These measures will enable the department to deliver high-quality and equitable services, ensuring optimal implementation of programs in women

empowerment, child protection, population control, and family planning, ultimately improving the well-being of the people in Bintan Regency.

2. Policy Interventions for Capacity Building

The goal of the policy to enhance the institutional capacity of the DP3KB in Bintan Regency is to improve the quality of services and management of programs for the protection and empowerment of women and children in the region. Additionally, increasing institutional capacity is also expected to enhance efficiency and effectiveness in delivering programs for the protection and empowerment of women and children in Bintan Regency. With this in mind, it is hoped that safer, fairer, and more equitable conditions for women and children in Bintan Regency can be achieved. Some of the benefits expected from this policy include:

- a. Improving Effectiveness and Efficiency: Ensuring the rights of women and children in Bintan Regency are upheld effectively and efficiently.
- b. Strengthening the Role and Function of DP3KB: Enhancing the DP3KB's capacity to protect and empower women and children.
- c. Improving Coordination Among Relevant Institutions: Facilitating collaboration among related institutions in implementing programs for the protection and empowerment of women and children.
- d. Building Human Resources Capacity: Increasing the skills and capacity of personnel involved in enhancing the DP3KB's institutional capacity.
- e. Strengthening Synergies: Encouraging collaboration between local governments, the community, NGOs, and the private sector to support programs for the protection and empowerment of women and children.

Thus, this policy is expected to create a safer and more supportive environment for women and children in Bintan Regency and improve their overall welfare.

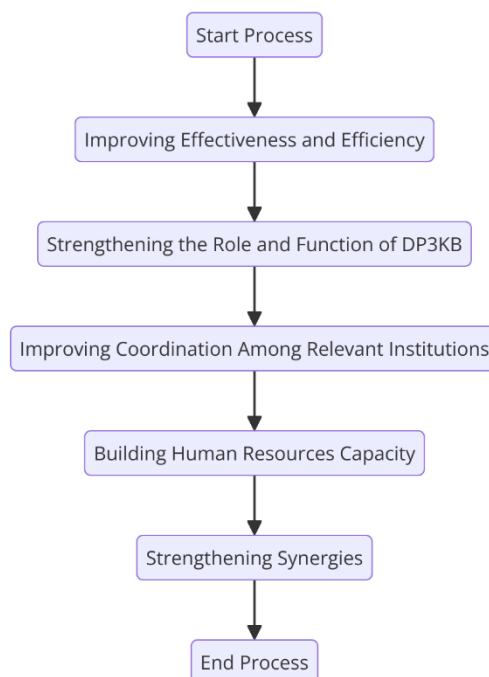


Figure 2. Flowchart Process
Source: Author, 2024

By increasing the institutional capacity of the DP3KB, the policy is also expected to enhance cooperation among relevant institutions in implementing programs for the protection and empowerment of women and children. All these efforts are expected to result in positive changes in the lives of women and children in Bintan Regency, aligning with the policy objectives. Agenda setting in the policy to enhance institutional capacity within the DP3KB in Bintan Regency is a critical step in improving the effectiveness and efficiency of the institution. Additionally, it helps in managing time and resources to ensure they are utilized to their full potential. Below are the steps involved in setting the agenda for this policy:

- a. **Identifying Issues:** The first step in agenda-setting is identifying the problems faced by DP3KB in Bintan Regency. This ensures the agenda focuses on pressing issues requiring immediate attention.
- b. **Needs Analysis:** After identifying the issues, the next step is conducting a needs analysis to determine the programs and activities needed to address these issues. This analysis may involve various stakeholders to gain comprehensive insights.
- c. **Setting Priorities:** Based on the needs analysis, priorities must be set for the policy agenda, considering urgency and expected impact. This can depend on the scale of the problem, available resources, and existing national/local policies.
- d. **Work Plan Development:** After setting priorities, a detailed work plan must be developed for activities and programs to be implemented over a specific timeframe. The work plan should include targets, success indicators, required resources, governance, and monitoring mechanisms.
- e. **Coordination and Consultation:** During the agenda-setting process, involving stakeholders such as related agencies, NGOs, and the general public is crucial to gather input and secure necessary support.
- f. **Finalization and Implementation:** The final stage involves completing the policy agenda document and obtaining approval from the leadership of the related work unit. Once finalized, the agenda is ready for implementation, involving all relevant stakeholders.

By structuring the agenda-setting process, DP3KB in Bintan Regency is expected to achieve its institutional capacity enhancement goals more effectively and efficiently. In the formulation of policies for enhancing institutional capacity, DP3KB in Bintan Regency faces challenges, particularly related to budget allocation. According to Yendy Ulpha Gumilang, Head of Population Control, Outreach, and Movement, the main issue lies in financing activities such as sending staff for training outside the city, which remains constrained due to budget limitations. However, the agency has initiated online training and capacity-building efforts through platforms like "Klik KB" by BKKBN and Menpan.

Similarly, Indra Kurnia Ningsih, Head of Women's Protection and Child Rights Fulfillment, highlighted that while they have prepared good capacity-building agendas, budget constraints limit the implementation of functional training programs. They rely on opportunities to participate in training organized by other agencies and hope for increased funding in the future.

Implementation of policy often encounters practical challenges. For instance, changing entrenched behaviors among staff is a gradual process that requires patience and understanding, as highlighted by Yendy Ulpha Gumilang. Despite the difficulties, the DP3KB has made efforts to integrate technology into its work processes and provide coaching and mentoring to improve staff capacity.

On the other hand, some policies have been successfully implemented, as noted by Elida Fikhi, who stated that policies related to gender mainstreaming have been effectively carried out following guidelines from the Ministry of Women's Empowerment and Child Protection (KPPPA).

Adopting policies in DP3KB Bintan Regency involves identifying specific issues and needs for each division. According to Indra Kurnia Ningsih, policy adoption often aligns with directives from higher-level agencies, such as the BKKBN at the provincial level. Additionally, Desi Veronika Silalahi emphasized that DP3KB adopts best practices from other regions to address issues like stunting effectively. Yendy Ulpha Gumilang also noted that policy adoption is guided by government regulations, ensuring compatibility with local working culture and available human resources.

3. Challenges in Implementing Capacity-Building Initiatives

One of the main challenges in organizational capacity building is the lack of adequate training resources. Limited access to training opportunities and skill development programs prevents staff from acquiring the necessary competencies to perform their roles effectively. This issue often arises due to the unavailability of relevant training programs or insufficient allocation of time and resources for capacity development. Without adequate training, both individual and collective skills within the organization fail to keep pace with the demands of the job and the rapidly changing environment.

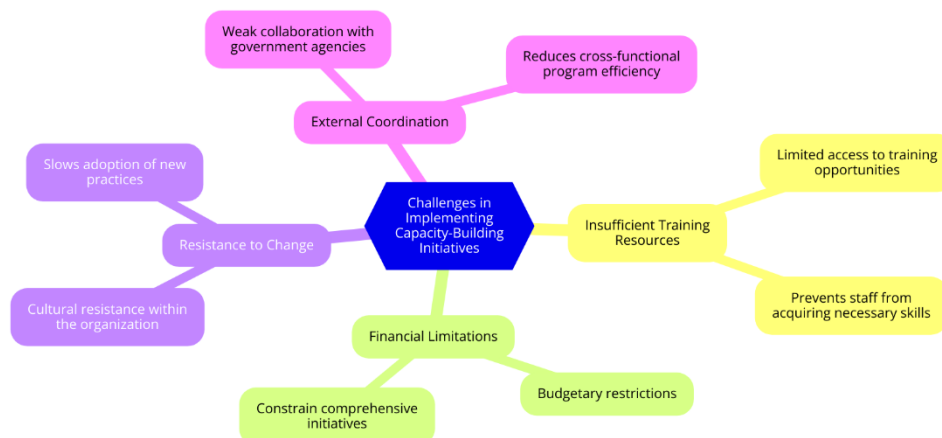


Figure 3. Mindmap Implementing Capacity-Building Initiatives
Source: Author, 2024

Financial limitations also represent a significant obstacle in implementing comprehensive capacity-building initiatives. Budget constraints often force organizations to delay or scale down programs such as training, adoption of new technologies, or hiring specialized personnel. As a result, many strategic initiatives remain unrealized, reducing the organization's overall effectiveness in achieving long-term goals. Organizations frequently face tough decisions where prioritizing certain activities comes at the expense of neglecting critical areas of development.

Resistance to change is another key challenge in strengthening organizational capacity. In many cases, deeply rooted organizational cultures create psychological and operational barriers to the adoption of new policies or practices. Employees and leaders who feel comfortable with established ways of working are often reluctant to embrace innovations that they perceive as

disruptive to their routines. This resistance not only slows down the implementation process but can also create internal tensions, ultimately hindering the organization's ability to innovate.

In addition to internal challenges, weak external coordination with relevant stakeholders significantly affects the efficiency of cross-functional programs. When collaboration between an organization and other government agencies or external stakeholders is ineffective, program implementation becomes fragmented and inefficient. Poor communication and a lack of synergy among institutions often lead to overlapping policies or even conflicting interests. Consequently, initiatives that could have produced far-reaching impacts fail to deliver the desired outcomes.

To address these challenges, a holistic and strategic approach to capacity building is essential. Greater investment in staff training and development should be prioritized, even within limited budgets. Efforts to foster a culture of adaptability and openness to change must be implemented systematically through effective communication, active staff engagement, and visionary leadership. Moreover, enhancing external coordination can be achieved by establishing inclusive collaboration platforms where stakeholders can share information, resources, and a common vision. By taking these steps, organizations can significantly improve their capacity to face future challenges effectively.

CONCLUSION

In efforts to enhance the institutional capacity of DP3KB in Bintan Regency, it is essential to undergo several stages of effective policy implementation. By setting agendas, formulating policies, executing programs, monitoring and evaluating interventions, and engaging in continuous learning and adaptation, DP3KB Bintan Regency is expected to deliver effective services and programs to the community. The successful implementation of these policies can also serve as inspiration and a model for other regions in addressing issues related to the protection and empowerment of women and children.

The institutional condition of DP3KB in Bintan Regency currently demonstrates a clear organizational structure, impactful programs, qualified and skilled staff, and a strong focus on gender equality within the institution. However, there is still a need to continuously strengthen synergy between work units, maintain the quality of programs, and prioritize staff competency development. By addressing these needs, DP3KB Bintan Regency is expected to achieve an ideal institutional condition that supports the delivery of high-quality and equitable services for the community, particularly in the areas of women's empowerment, child protection, population control, and family planning. The synergy among work units, impactful programs, qualified staff, and attention to gender equality will be key to achieving regional development goals.

DP3KB must focus on three dimensions: comprehensive and integrated human resource development, sustainable organizational strengthening, and holistic institutional reform. By emphasizing human resource development, the agency can enhance work effectiveness and efficiency, deliver high-quality services to the community, and create an inclusive and service-oriented work culture. Through sustainable organizational strengthening, DP3KB can provide excellent services and become a benchmark for similar institutions in other regions. Furthermore, holistic institutional reform is expected to make DP3KB more responsive to the needs and issues faced by the community while reinforcing accountability and transparency in program and budget management. Overcoming

various challenges such as limited human resources, inadequate operational funding, low public awareness, coordination barriers, and unpredictable policy changes will require strategic steps, including capacity building, seeking alternative funding sources, innovative community education approaches, and stronger collaboration with other agencies.

ACKNOWLEDGEMENT

-

REFERENCES

- Akib, H. (2010). Implementasi kebijakan: Apa, mengapa dan bagaimana. *Jurnal Administrasi Publik*, 1(1), 1–12.
- Anggara, S. (2016). *Ilmu Administrasi Negara Kajian Konsep, Teori, dan Fakta dalam Upaya Menciptakan Good Governance* (B. A. Saebani, Ed.; Cetakan ke-2). CV Pustaka Setia.
- Brinkerhoff, D. W., & Morgan, P. J. (2010). Capacity and capacity development: Coping with complexity. *Public Administration and Development*, 30(1), 2–10. <https://doi.org/10.1002/PAD.559>
- Chaskin, R. R., Brown, P., Venkatesh, S., & Vidal, A. (2017). Building community capacity. In *Building Community Capacity*. Taylor and Francis. <https://doi.org/10.4324/9781315081892>
- Christia, A., & Ispriyarso, B. (2019). Desentralisasi fiskal dan otonomi daerah di Indonesia. *Law Reform*, 15(1), 149–136. <https://doi.org/10.14710/lr.v15i1.23360>
- Effendi, B. (2002). *Pembangunan daerah otonomi berkeadilan* (2nd ed.). Uhaindo Dan Offset.
- Fanany, I., Fanany, R., & Kenny, S. (2010). Capacity Building in Indonesia: Building What Capacity? In *Challenging Capacity Building*. Palgrave Macmillan, London. https://doi.org/10.1057/9780230298057_8
- Hudalah, D., Winarso, H., & Woltjer, J. (2010). Policy networking as capacity building: An analysis of regional road development conflict in Indonesia: *Planning Theory*, 9(4), 315–332. <https://doi.org/10.1177/1473095210368776>
- Jaweng, R. E. (2011). *Kritik Terhadap Desentralisasi Asimetris di Indonesia*.
- Nugroho, R. (2011). *Public policy: Dinamika kebijakan, analisis kebijakan, manajemen kebijakan* (3rd ed.). Gramedia.
- Painter, M., & Pierre, J. (2005). Unpacking policy capacity : issue and themes. In *Challenges to State Policy Capacity* (pp. 1–18). Macmillan Publishers.
- Patton, M. Q. (1990). Qualitative evaluation and research methods. In *Research in Nursing & Health* (2nd ed., Issue 1). Sage Publication. <https://doi.org/10.1002/nur.4770140111>
- Potter, C., & Brough, R. (2004). Systemic capacity building: A hierarchy of needs. *Health Policy and Planning*, 19(5), 336–345. <https://doi.org/10.1093/heapol/czh038>
- Purwandi, W. (2006). *Evaluasi Kebijakan Peningkatan Kapasitas Pada Institusi Pemerintah Daerah Di Kabupaten Sleman* [Universitas Diponegoro]. <http://eprints.undip.ac.id/6248/1/wawanpurwandi.pdf>
- Ratnasari, J. D., Makmur, M., & Ribawanto, H. (2014). Pengembangan Kapasitas Kelembagaan pada Badan Kepagawaian Daerah Kabupaten Jombang. *Jurnal Administrasi Publik (JAP)*, 1(3), 103–110.

- Sari, N., Noor, I., & Prasetyo, W. Y. (2014). Pengembangan kapasitas kelembagaan pemerintah daerah dalam meningkatkan kualitas pelayanan perizinan terpadu (Studi pada kantor pelayanan dan perizinan terpadu kabupaten kediri). *Jurnal Administrasi Publik (JAP)*, 2(4), 634–640.
- Shah, A., & Thompson, T. (2004). *Implementing Decentralized Local Governance: A Treacherous Road Closures*. World Bank Publications.
- Smith, B. C. (2023). *Decentralization: The Territorial Dimension of the State*. Routledge.
<https://books.google.com/books/about/Decentralization.html?hl=id&id=8LjLEAAAQBAJ>
- Sugiyono, S. (2016). Memahami Penelitian Kualitatif. In *Alfabeta*. Alfabeta.
- Suharyo. (2014). Optimization Of Eradication Of Corruption in a Decentralized Era in Indonesia. *RechtsVinding*, 3(Desember), 365–380.
- Sutopo, H. B. (2002). *Metodologi Penelitian Kualitatif* (ed. 2). Sebelas Maret University Press.
- Vinzant, D. H., & Vinzant, J. C. (1996). Strategy and Organizational Capacity: Finding a Fit. *Public Productivity & Management Review*, 20(2), 157.
<https://doi.org/10.2307/3380482>
- Yin, R. K. (2010). *Qualitative research from start to finish*. Guilford Press.