

Conference Paper

Organizational Capacity Building for Women Labor: A Study of North Kalimantan Labor and Transmigration Service

Fauzi Ernaldiwan

Doctoral Student of Public Administration, Faculty of Social and Political Sciences, Hasanuddin University

Abstract.

Labor empowerment is one of the government's responsibilities, and management related to workforce empowerment is conducted by the Office of Labor and Transmigration in North Kalimantan province. This study aims to analyze the capacity-building strategy of public sector organizations studied at the Office of Labor and Transmigration of North Kalimantan province to empower female workers. Qualitative research methods were used in this study, while the data sources included primary and secondary data. The results show that the strategy for building the capacity of public sector organizations, namely the Office of Labor and Transmigration, in empowering women workers has been quite effective. The nine aspects of the strategy for developing the capacity of public sector organizations are organizational mission and strategy, organizational culture, organizational structure, organizational competence, organizational process resources, organizational financial resources, information resources, and organizational infrastructure. This is due to limited resources owned by the Office of Labor and Transmigration, namely budgetary resources as well as infrastructure suboptimal in implementing the program to empower female workers in the North Kalimantan province.

Keywords: strategy for capacity budding, empowerment, women workforce

Corresponding Author: Fauzi Ernaldiwan; email: aoshifauzi@gmail.com

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1. Introduction

Capacity building is a strategy development concept that increases the efficiency, effectiveness, and responsiveness of a government's performance. As stated by Morgan in Milen [1], organizational capacity is formulated that organizational capacity as abilities, skills, understanding, attitudes, values, relationships, behavior, motivation, resources, and conditions that allow each individual, organization, network/sector, and broader system to carry out their functions and achieve goals.

Capacity is the ability of individuals, organizations, or systems to carry out their functions properly, effectively, efficiently, and continuously or continuously Milen, [1]. In line with this, the United Nations Development Program UNDP, [2] defines capacity

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building as the ability of individuals, groups, organizations, institutions, and communities to perform their functions, including solving problems and achieving goals.

Capacity building is generally interpreted as increasing the ability or competence of individuals, groups, and organizations, which includes many components, so that in this capacity building, there are several dimensions and focuses. In line with this, Soeprapto [3] classifies the dimensions and focus of capacity development into three levels:

1. Individual level, including individual potential, individual skills, job groupings, and motivations from individual work in the organization.
2. Organizational Levels include the organizational structure, work procedures, mechanisms, decision-making processes within the organization, arrangements for facilities and infrastructure, organizational relationships, and networks.
3. The system Level includes the framework related to regulations, policies, and basic conditions that support the achievement of certain policy objectives.

In the public sector, organizational capacity has been broadly defined as a government's ability to organize, develop, lead, and control human, financial, physical, and information resources Ingraham et al.. Meanwhile, the concept of organizational capacity building, which specifically leads to the management of the public sector, only emerged in the early 1980s, in line with the growth of developing countries.

Furthermore, the United Nations Development Program UNDP, [2] explained that existing capacity building must be translated into several follow-up strategies (targets) that are easier to measure the success of such capacity development. There are nine main strategies: (1) organizational mission and strategy, (2) organizational culture, (3) organizational structure, (4) organizational competence, (5) organizational processes, (6) organizational human resources, (7) organizational financial resources, (8) information resources, and (9) organizational infrastructure.

Capacity building is very much needed in a public sector organization to carry out its duties effectively and efficiently. Capacity development in public organizations can improve their capabilities, skills, and expertise possessed by public organizations to achieve better performance and organize and solve public problems.

One of the public issues that must be considered is employment, especially among female workers. Erfina [4] explains that the female workforce is a female worker who participates in development both at the national level and at the regional level. According to Law Number 13 of 2003, Article 1 concerning Basic Provisions Regarding Labor, the 1988 State Policy Guidelines in the field of the role of women in nation-building

explain that women both as citizens and as a source of agencies for development have rights, equal obligations, and opportunities for men in all areas of national life in all development activities. Female workers are often associated with economic development and capitalist systems.

Kusuma [5] argues that in the industrial sector, many women are employed in fields that do not require skills or low productivity, enabling them to earn relatively low wages. The industry is one of the sectors with many female workers. Meanwhile, the industrial sector tends to have a significant influence on the economy. It can be concluded that female workers are human resources that are an important component of economic development.

The empowerment of women is one of the strategic ways to increase their potential and role in both the public and domestic domains. This can be done, among other things, as follows.

1. Dismantling the myths of women as complements to the household. There is a strong notion that women are sidekick wing kings (friends behind the back) of their husbands, and the notion of "swarga nunut hell katut" (goes with them to heaven, brings them to hell). The words nunut and katut in Javanese have a passive connotation and do not have the initiative, so their fate is highly dependent on their husbands.
2. Providing a variety of skills for women so that they can also be productive and not depend on men for their fate.
3. Provide opportunities as wide as possible to women to follow or pursue education as widely as possible. It is necessary to bear in mind that society's paradigm is still strengthening such that the highest level of education for women will eventually return to the kitchen. This results in low (most) education for women.

According to data from the Trade Union Right Center (TURC) and the Women's Ship Institute (Circle of Alternative Education for Women), it is stated that women workers are vulnerable to informality and the majority of women work in the informal sector. The informality sector in Indonesia can be dangerous for the economy, and specifically, for the workforce. Work in the informal sector tends to be unfriendly in creating decent work (decent work), providing relatively low wages compared to the minimum wage, without social protection for workers, and without the protection of other normative rights as regulated by laws and regulations (BPS Sakernas, 2018). In addition, female workers are also vulnerable to discrimination, sexual harassment, and violence (Komnas HAM).

Therefore, empowering women in the workplace is very important. Women's empowerment is important to continue to increase their self-capacity so that they can have self-confidence so that they can participate and take part in all lines of development in Indonesia.

Labor empowerment is one of the government's responsibilities, and management related to workforce empowerment is carried out by the Office of Labor and Transmigration in every province, one of which is in North Kalimantan Province. The Office of Labour and Transmigration has the main task of carrying out government affairs in the field of labor and transmigration, which are the authority of the region and the assistance tasks assigned to the regions. A capacity-building strategy certainly requires a public sector organization, in this case the Office of Labor and Transmigration of North Kalimantan Province, to carry out workforce empowerment, especially for female workers, so that they can achieve their mission effectively.

The low education level of the workforce in North Kalimantan Province, especially the female workforce, is still dominated by low educational attainment, namely only elementary school graduates (SD) and below, which is 34.42% (BPS, 2022). Meanwhile, the number of jobseekers or unemployed workers in North Kalimantan Province is increasing, especially for female workers. In August 2022, there were 16,028 unemployed people in North Kalimantan Province. Therefore, it is important to empower women workers to be carried out by the government as a step so that women workers can be more competent and obtain their rights and obligations at work, especially women workers in North Kalimantan Province so that they participate in improving the nation's economy.

2. Methods

Qualitative research methods were used in this study. The qualitative research method in this study aims to explain or describe problems in a systematic, factual, and accurate manner. Moleong, [6]. The location is at the Office of Labor and Transmigration of North Kalimantan Province, where the selection of this location is based on the problem, namely the strategy for developing the capacity of public sector organizations and studies on empowering women workers, and it can be said that there is still not much research being conducted on the development of public sector organizational capacity. empowering workers, especially female workers, making it easier for writers to obtain secondary data or information directly. The informants in this study were authorized to provide information regarding the implementation of empowering female workers

at the Office of Manpower and Transmigration of North Kalimantan Province, including Heads of Service, Heads of Training and Workforce Enhancement, Program and Activity Implementation Staff, and communities that are recipients of the program.

Primary and secondary data were obtained. Primary data are obtained directly from sources (not through intermediary media), which can be in the form of individual or group subject (person) opinions, observations of an object (physical), events or activities, and test results. Secondary data are obtained in a ready-made form or in the form of publication data. The primary data in this study are the results of direct interviews with informants and observations about the implementation of empowering women workers at the Office of Labor and Transmigration of North Kalimantan Province, while secondary data consist of data relating to the implementation of empowering women workers obtained from the Internet, books, journals, and previous researchers. The main data collection techniques were in-depth interviews and participant observation, namely, observation where the researcher is involved with the daily activities of the person being observed or used as a source of research data. The study of documentation, namely, studying documents or records of events that have passed. The data analysis technique in this study uses the data analysis model from Miles, Huberman, and Saldana, namely, interactive analysis that starts with data reduction, data presentation, drawing conclusions or verification, and checking the validation of findings.

3. Results and Discussion

3.1. Implementation of Empowerment of Women Workers at the Office of Labor and Transmigration of North Kalimantan Province

The Office of Labor and Transmission of North Kalimantan Province empowered female workers through several programs. These programs include job training programs and female workforce productivity, female workforce placement programs, and transmigration area development programs.

In carrying out the program to empower female workers, the Office of Labor and Transmission of North Kalimantan Province faces several obstacles. This obstacle is the level of education of the working population, especially the female workforce, which can be said to be still dominated by graduates from elementary school (SD) and below, namely 34.42% (BPS, 2022). In addition, the number of female job seekers

or unemployed females in North Kalimantan Province is still quite high. In August 2022, there were 16,028 unemployed people in North Kalimantan Province.

The Department of Labor and Transmigration continues to work to address public issues related to women's employment; it is just that the available budget for women's workforce empowerment programs can be said to be still limited, so the implementation of women's workforce empowerment programs is still not optimal.

3.2. Public Sector Organization Capacity Building Strategy

In supporting the implementation of development, especially development at the regional level, the capacity building of an organization must be able to present some follow-up strategies (targets) that are easier to measure the level of success of the capacity building of an organization UNDP, [2]. There are nine main strategies in developing organizational capacity, and these nine strategies are used to measure how the capacity-building strategy at the Labor and Transmigration Office of North Kalimantan Province empowers female workers, which will be explained as follows.

3.2.1. Mission and Organizational Strategy

The implementation of all labor affairs at the Labor and Transmigration Office of North Kalimantan Province supports and is based on the mission of Regional Head Number 3, which is to realize the development of healthy, intelligent, creative, innovative, noble, productive, and competitive human resources based on compulsory education that is 16 years old and national in outlook. The Office of Labour and Transmigration of North Kalimantan Province has a strategy to increase the competitiveness of the workforce as set out in the Strategic Plan (Renstra) of the Office of Labour and Transmigration of North Kalimantan Province. In addition, North Kalimantan has a cooperative advantage as a location for implementing national strategic projects that are expected to absorb 300,000 workers.

Based on this, it can be concluded that the mission and strategy of the organization, in this case the Office of Labor and Transmigration of North Kalimantan Province, can be said to support and provide opportunities for female workers. This can be seen from the mission and strategy of the Office of Labor and Transmigration, which is in line with its environmental setting and looks at the comparative advantage it has so that it seeks to improve the quality of the workforce, including female workers, and provides opportunities, especially for female workers, so that they can be empowered.

3.2.2. Organizational Culture

Within the scope of the Office of Labor and Transmigration of North Kalimantan Province, employee behavior standards are applied, including the implementation of the female workforce empowerment program, namely the implementation of the Core Values of Accountability, Nationalism, Public Ethics, Quality Commitment, and Anti-Corruption (ANEKA), which have been implemented since 2018 to become a Trustworthy, Competent, Harmonious, Loyal, Adaptive and Collaborative Core Value (AKHLAK). Then, the performance appraisal standards (SPK) that apply and are applied within the scope of the Labor and Transmigration Office, starting from Individual Performance Planning and Organizational Performance Planning to Individual Performance Assessments and Organizational Performance Assessments, which are carried out regularly, either every month, quarterly, or every year. The Office of Labor and Transmigration of North Kalimantan Province has also gradually implemented Bureaucratic Reform and implemented the Integrity Zone towards a corruption-free area (WBK). Related to organizational leadership, it will focus on the leadership of the organization. It can be said that the leadership of the Office of Labor and Transmigration of North Kalimantan Province is quite good and supports the implementation of the women's workforce program. This can be seen with the Head of the Labor and Transmigration Office of North Kalimantan Province, which fully supports both materially and morally in all aspects of implementing the workforce empowerment program and participating in activities to empower women workers, such as women's employment training.

By looking at the clear and directed standards of employee behavior and performance appraisal, as well as the leadership above, it can be said that the culture of the Department of Labor and Transmigration of North Kalimantan Province is good enough to empower women workers.

3.2.3. Organizational Structure

The organizational structure of the Office of Labor and Transmigration of North Kalimantan Province in this case is seen in the form of a hierarchy of authority, control and evaluation mechanisms, coordination mechanisms, and work mechanisms in empowering female workers. First, the form of a hierarchy of authority within the scope of the Office of Labor and Transmigration of North Kalimantan Province is from the Head of Service, then down to the Head of the Training and Enhancement of Labor. Second, it is related to control and evaluation mechanisms. Program implementation is evaluated

periodically, namely every month, quarter, semester, and yearly. The evaluation is carried out by leaders and external regional apparatus, namely, from the Development Administration Bureau of the Provincial Secretariat, the Regional Development Planning Agency, and the Regional Inspectorate. The implementation of program evaluation at the Office of Labor and Transmigration has also used digital-based technology, namely, the North Kalimantan Province e-Bang from the Development Administration Bureau. In addition, monitoring and evaluation (Monev) of the Regional Development Work Plan (RKPD) from the Regional Development Planning Agency and SIERA from the Regional Inspectorate, which is an information technology-based government asset reconciliation application that makes it easy to carry out asset reporting anywhere and anytime to integrate, transparent, and accountable reporting. Third, the coordination mechanism that applies to the Labor and Transmigration Office of North Kalimantan Province uses a top-down model, namely from superiors or leaders to the head of division and head of section to the activity-implementing staff. Fourth, the working mechanism, in this case the program implementation mechanism, is carried out as usual, starting from planning, implementing, and reporting up to the program evaluation stage. Then a standard implementation of activities has been prepared in the form of standard operating procedures (SOP) and Business Process Maps

From the explanation above regarding the organizational structure, it can be concluded that the Office of Labor and Transmigration of North Kalimantan Province has a good organizational structure in the sense that it has a hierarchy of authority, an evaluation mechanism, a coordination mechanism, and a working mechanism that is clear, orderly, and directed so that the implementation of the program, especially the empowerment program for female workers, will be carried out more optimally.

3.2.4. Organizational Competence

Of course, institutional strengthening within the scope of the Labor and Transmigration Office of North Kalimantan Province is carried out through institutional strengthening in various forms, both in terms of increasing the quality and quantity of implementing human resources. This was followed by facilities, infrastructure, and budget support for program activities for the commitment of leaders and other relevant stakeholders. With this in mind, it is known that the Office of Labor and Transmigration of North Kalimantan Province is trying to strengthen institutions from various aspects, ranging from human resources, facilities, and infrastructure to the commitment of leaders and stakeholders.

3.2.5. Organizational Processes

Every process that occurs in an organization is carried out through communication and coordination. The form of communication and coordination at the internal organizational level of the North Kalimantan Province Labor and Transmigration Office in implementing the women's workforce empowerment program starts from the leader, namely the Head of Service to the Head of the related field, then continues at the Head of Section and then to the Implementing Staff. The form of communication and coordination between the Labor and Transmigration Office of North Kalimantan Province and external parties in the implementation of the women's workforce empowerment program is, of course, carried out and maintained both horizontally and vertically through coordination meetings, providing reports, submitting information, and sharing (sharing) data and information.

3.2.6. Organizational Human Resources

Strategies related to the aspects of human resources in organizations are very important. Therefore, the quality of the organization's human resources, in this case, employees within the Department of Labor and Transmigration of North Kalimantan Province, is taken into account. Within the scope of the Office of Labor and Transmigration of North Kalimantan Province, there are employees with the highest educational level, master's (S2) level, and the lowest, Senior High School (SMA) education. The placement system implemented at the Labor and Transmigration Office of North Kalimantan Province was based on the competencies and results of the Job Analysis Map (ANJAB ABK). The quality of human resources at the Office of Labor and Transmigration of North Kalimantan Province can be said to have been quite good in implementing the women's workforce empowerment programme. This is because all processes starting from recruitment to the stage of dismissal or retirement of employees, especially in implementing the program to empower female workers, have been carried out properly and create a good environment for employees at the Office of Labor and Transmigration of North Kalimantan Province.

3.2.7. Organizational Financial Resources

The strategy in this aspect has very important value for the development of public sector organizations, namely the government in this case. Office of Labor and Transmigration of North Kalimantan Province. Government financial resources are closely related to

budget. In implementing the program to empower female workers at the Office of Labor and Transmigration of North Kalimantan Province in 2021, there is a program budget of 409,219,049 IDR, in 2022 19,400,000 IDR, and 2023 66,166,540 IDR. The proportion of the activity program budget to the total budget of the Department of Labor and Transmigration of North Kalimantan Province in 2021 was 4.65% of the budget allocation, in 2022 it is 0.25% of the budget allocation and in 2023 it and 0.83% of the budget allocation of the total budget for the needs of the Department of Labor and Transmigration of North Kalimantan Province.

3.2.8. Information Resources

In line with the extraordinary achievements in the field of information, public organization policies in the field of information management are necessary, especially in the field of the Information Management Office of Labor and Transmigration of North Kalimantan Province. The management information system for implementing program activities at the Labor and Transmigration Office of North Kalimantan Province has used digital-based technology, both from the planning stage using SIPD and Fmis, and the administration stage using Bank Kaltimara's Fmis and ATKP to the reporting stage using e-Bang, SIERA, and RKPKD Monev. There is also a digital-based technology called SIDARA Cantik from the Office of Communication and Information, which is related to the distribution and dissemination of statistical data. These technologies and applications play a role in providing information on program activities, including programs to empower female workers in North Kalimantan Province.

3.2.9. Organizational Infrastructure

The strategy in this aspect is related to supporting the infrastructure and facilities at the Office of Labor and Transmigration of North Kalimantan Province in implementing the women's workforce empowerment program. The infrastructure or facilities owned by the Office of Labor and Transmigration of North Kalimantan Province include office buildings, office equipment, official vehicles, and other office electronics. Thus, it can be said that there is no specific infrastructure or facilities owned for the women's workforce empowerment program, and it is only limited to the infrastructure of the Office of Labor and Transmigration of North Kalimantan Province. Public sector organizations, especially local governments, are still facing difficulties in managing their assets. The most obvious challenge for both central and regional governments at this time is to organize or

inventory the assets under their control and then carry out asset management that can be accountable and transparent.

4. Conclusion

Based on the above discussion, it was concluded that the capacity-building strategy for public sector organizations, namely the Office of Labor and Transmigration of North Kalimantan Province, in empowering female workers has been quite effective. Of the nine aspects of the strategy for developing the capacity of public sector organizations, including organizational mission and strategy, organizational culture, organizational structure, organizational competence, organizational processes, organizational human resources, organizational financial resources, information resources, and organizational infrastructure, two aspects are still not optimal are financial resources and organizational infrastructure. This is due to limited resources owned by the Office of Labor and Transmigration of North Kalimantan Province,

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