



Challenges of Capacity Building for Women's Group in the Coastal Area

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Abstract

This study aims to evaluate institutional capacity building program and their impact on the welfare of coastal women. The study employed qualitative method and data was collected through structured interviews and observations on the lives of coastal women's families. A total of 5 group leaders and 25 group members were investigated in this study. The study identifies four main finding. First, the capacity building program was carried out sporadically and unstructured so that it did not have a significant impact on the development of the group and its members. Second, the absence of mentoring and marketing assistance for group business products. Third, the training program was effective in increase the ability of women in groups to process seaweed into various types of processed food, but are constrained by capital and product marketing issues so that their skills cannot be utilized optimally. And fourth, capacity building programs give little attention to the socio-cultural problems of the community, even though Cultural issues are an important factor in increasing the capacity of women's groups.

Keywords: Challenges; Capacity building; Coastal Community; Women's groups.



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1. Introduction

Since the end of 1980 or early 1990, governments in developed countries have started to realize that public policy cannot be a free value or without value, but it must contain the value of gender equality and women's empowerment (Kabeer, 2005; Thimmappa *et al.*, 2019). Women's empowerment as a variable in international development (Malhotra *et al.*, 2002). Women empowerment and economic development are closely related: in one direction, development alone can play a major role in driving down inequality between men and women; in the other direction, empowering women may benefit development, that women are fundamental to the process of economic development (Duflo, 2012).

The number of women reaching 125.5 million people or 49.75% of the total population of Indonesia is a huge potential to be empowered in the development program. Women's empowerment has got serious attention today since the gap between men and women in almost every aspect of life is still quite wide.

The description of the gap can be obtained using the perspective of *the Human Development Report* using the *Gender-related Development Index (GDI)* and *Gender Empowerment Measure (GEM)* as two ways of gender injustice measurement (Jeanes, 2007). Women's participation Lind (1997) in national development is predicted to increase from year to year. However, Women in Development Approach (WID) introduced by the United States Agency for International Development (USAID) that women are the resource that has not been utilized optimally to contribute to economic development. It means that women and development have been highlighted internationally, including non-governmental organizations (NGOs) in a more comprehensive study.

The term empowerment has been largely defined by experts, but there is a clear agreement for interdisciplinary science. In the social sciences, the term concept of community empowerment is interpreted as an effort to give power for their voices to be heard to contribute to the planning that affects the community. Empowerment is a process of transition from a state of powerlessness to a state of relative control over one's life, destiny, and the environment (Sadan, 2004). Meanwhile, Pigg (2002) argued that empowerment as a process in leadership education is seen as fundamental to community development. Community empowerment is a process of re-negotiating power to gain more control. It recognizes that if some people are going to be empowered, then others will be sharing their existing power and giving some of it up (Labonté and Laverack, 2008).

Women's empowerment is a process of enhancing women's capacity to have the competence to manage village resources in the sense of having the competence to (1) be involved in determining the need for improvements of the population and village institutions; (2) participate in every stages of activity in the sense of being in decision-making and represented at every stage of the activity, (3) access all aspects of life, (4) control in the sense of self-control and community control. One of the ways to empower women is through group formation. Women who are members of a group will have a greater bargaining position. Through the group, women will be able to get better assistance and guidance from the government easily.

Indonesia is known as an archipelagic country consisting of five major islands namely Java, Sumatra, Sulawesi, Papua, and Bali. As an island country, of course, has a coastline that stretches on all the islands. Residents who inhabit coastal areas, generally have jobs as fishermen. But in some places, such as South Sulawesi, coastal areas serve as an area to grow seaweed, so South Sulawesi is known as one of the areas of seaweed producers in Indonesia are widely exported to various countries such as Japan in the form of dried seaweed. South Sulawesi seaweed products, in addition to exports, have also been processed into snacks, syrup, *dodol*, soap, cosmetics, and so forth.

Seaweed that was sold before the sale, of course, has greater value-added because it will have a higher price than if directly exported in the form of raw materials.

The potential of this large seaweed has received attention from the government, both central and local government. This form of attention is shown by the number of capacity building programs that have been given to women groups that process seaweed into various types of preparations. In addition to training activities, the government has also provided aid equipment used to process seaweed.

The study was conducted in coastal area of Sanrobone district. Women who are on the coast of the Sanrobone district have formed several groups of women but in their development have not been able to empower them. It is the main reason of this research, why the existing women's groups have not been optimal compared to other women's groups in Indonesia, what programs of capacity building have been gained, and what challenges are faced so programs of capacity building cannot be effective to empower women who are members of coastal women's groups.

2. Literatur Review

2.1. Concept of Capacity Building

Capacity building is one of the studies in the field of contemporary public administration. Capacity building as an approach to governance emerged in line with the growth of developing countries in Asia and Africa in the 1960s. This concept was originally known as institution building in the 1950-1960s and shifted to institutional strengthening in the 1970s and transformed into institutional development in the 1980s (Williams, 2000). The three concepts are used to exchange. This concept can be applied at the wider level of individuals, organizations and social systems. People can talk about human capacity building, organizational capacity building, and community capacity development (Pigg, 2002; Simmons *et al.*, 2011).

James (1998) tries to give an understanding of capacity building as follows: Capacity building as an effort to develop the ability of people of developing nations to develop essential politics and management skills necessary to build their nation's human, economic, social-political and cultural structures so as to their proper place in global affairs (capacity building as an effort to improve people's ability in developing countries to develop the management and policy skills essential to building human, economic, and social and political structures so they can occupy the right positions in global affairs (James, 1998).

Philbin (1996) defines a capacity-building as follows: The process of developing and strengthening the skills, instincts, abilities, processes, and resources that organizations and communities need to survive, adapt, and thrive in the fast-changing world.

The above definition refers to the process of developing and improving the skills, talents, organizational resource capabilities as the need to survive, adapt, and grow organizations in an era of rapid change. According to Cavens (2019), that capacity building needs to be done in a structured manner and the government needs to put more resources into it. The capacity building program, often designed to strengthen participant's abilities to evaluate their policy choices and implement decisions effectively, may include education and training, institutional and legal reforms, as well as scientific, technological and financial assistance.

The above understanding shows that capacity building is understood as an effort to assist governments, communities, and individuals in developing the skills and skills required to realize their goals. Niil and Mindrum (2001) argue that capacity building is a term used to build a society through changes in itself, such as increasing knowledge, skills, programming and so on. Capacity building is a model of the change process, developmental motion and individual, group, organizational change and changes in formation framework a system in a better direction.

Based on several definitions that have been mentioned above, it can be concluded that capacity building can be done individually or organizational or institutional. In this study, it refers to the development of the institutional capacity of coastal women to improve their skills and abilities to improve their quality for the better.

2.2. Coastal Women Institution

There are two types of institutional insight that is institutional as a rule of organization and institution as an organization. As an institutional rule is a set of rules that limit the activities of members and administrators in achieving organizational goals. Institutions in the organizational sense usually describe activities that are coordinated based on the mechanism of administration or command (Arkadie, 1989).

Coastal women's institutions are norms or habits that are structured and patterned and practiced continuously to meet the needs of community members closely related to the livelihood of women living on the coast.

Capacity building of coastal women is needed to improve women's competitiveness in developing maritime potency in Indonesia. This effort is increasingly needed in the face of the era of globalization and free trade. Women's capacity can increase in line with their participation in women's institutions. Women's capacity and their participation in women's institutions will encourage institutional capacity to be more effective.

In the life of the women's community, the position and function of women's institutions is part of the social order that facilitates social interaction within a community. Women institutions also have a strategic point (entry point) in driving the fishery economy in Indonesia. Therefore, all existing resources in coastal areas need to be directed to increase the professionalism and bargaining position of coastal women. Currently, the portrait of coastal women in Indonesia is recognized not as expected (Yuliana, 2015).

Institutional role in developing and developing the fishery sector in Indonesia is mainly seen in seaweed cultivation activities. At the national macro level, the role of fisheries development institutions is particularly

prominent in programs and projects of intensification and improvement of fisheries production. Fisheries development activities are outlined in the form of programs and projects by establishing institutions such as Joint Business Group (KUB), Fish Cultivation Group (POKDAKAN), Processing Group of Marketers (POKLASHAR), Garut People Business Group (KUGAR), and others. The various institutions show the significance of institutional empowerment in accelerating the development of the fisheries sector. This is in line with the results of various observations which conclude that if a fishery development initiative is implemented by an institution or organization, in which individuals with an organizational soul combine their knowledge in the planning and implementation stages of the initiative, the chances of successful fisheries development become greater.

Institutional existence along the archipelago is a cultural treasure of archipelago that is strategic both in the framework and efforts of fishermen community empowerment and development of sustainable marine resources as well as to increase self-reliance and self-reliance. For the internal community of fishermen, institutional existence has a position and function normative and regulative. The normative functions of the institute are, among other things, the guidance of behaving and behaving in social relationships and their interaction with the socio-cultural and ecological environment. While the regulative function is to rule the game related to the fulfillment of the needs of household life, maintaining integration and social control (Hidayat, 2013).

With these functions, the fishermen community institutions can determine the way, capacity, and independence of fishermen to meet the needs of life and living standards and cultural dynamics. Referring to Scott's remarks, local traditions, institutions, and local wisdom is "covert insurance" and "social energy" for survival and addressing the problems of life and community life. From the study of Hidayat and Budisantoso (2009), one of the factors causing the failure of the program to improve the living standards of fishermen community conducted by the government as found in Bintan Islands, Jepara Islands, West Lombok and South Konawe is due to the process and its implementation not in the framework of wisdom and institutional owned by the target community.

2.3. Institutional Capacity Building Model

Models can be understood as structures of prevailing symbols and rules that we consider to have in common in the real world (Riggs, 2006). Various models of capacity building have been developed by experts to search for the required dimensions of capacity following the desired objectives. Each model uses different variables in explaining organizational capacity. Tawai (2013) has identified at least ten theoretical models of capacity development: Fukuyama model, GTZ-SfDM model, Baser & Morgan model, Kjaer & Hansen model, Hanson & Sigman model, Goggin et al. Model, CDRA model, ECDPM model, Grindle (1997a) and the Grindle (1997b).

The Fukuyama model is known as the State Capacity model. This model begins with the identification of State functions, then the most effective capacity level according to these functions. This model emphasizes the harmony between capacity strength and the scope of functions being addressed. While the GTZ-SfDM model divides the three levels of capacity, namely institutional capacity, system, and individual. At the individual level, capacity includes knowledge, skills, motivation, and work ethic. At the institutional level, regional capacity includes resources, management, organizational structure, and decision systems. While at the system level, regional capacity includes legislation and supporting policies.

For the Baser & Morgan model (2008) emphasizes the managerial aspect, which suggests that the core capabilities of a government should include the capabilities to communicate, the capability of establishing connections, the capability of managing diversity, and the capacity to manage paradoxes and tensions. While the model developed by Kjaer & Hansen is better known as the extractive model, which emphasizes the government's ability to mobilize fiscal revenues. To be able to appoint, hire and hire its officials, the State must have an income-generating capacity. While the Hanson and Sigman (2011) model is broader, the capacity underlying the basic functions of the State includes extractive, coercive, and administrative capacities.

The last capacity building model is a model developed by Grindle (1997). The Grindle model is known by the model of organizational culture divergence. Grindle developed the model based on the results of its exploration of 29 public sector organizations in six countries to explain why some organizations perform well while others are not. The results of a study by Grindle found that public organizations in developing countries are characterized by a strong culture that emphasizes the organizational mystique (sense of mission), management style, performance targets, and employee autonomy.

From the above models, the appropriate model used in this study is a model developed by Grindle to explore and explain the emerging phenomena in several coastal women's groups, where in reality there is one group of coastal women who are progressing, while others no. Using this theory is expected to reveal what factors are causing why one group can succeed and why others do not

3. Method

This study was conducted in the coastal area of the Sanrobone District of Takalar Regency. Currently, in the coastal area, Sanrobone District formed several groups of women who are all engaged in the processing of seaweed.

The study employed qualitative approach with in-depth interview methods is used to address issues related to coastal women's institutions and analyze institutional capacity-building programs and challenges in developing the institutional capacity of coastal women.

The subject of the study was a group of women residing in the coastal area in the Sanrobone District. The focus of the research is the women's capacity building program and the challenges of capacity building woman's group. A total of 5 group leaders and 25 group members were investigated in this study. Data were collected through structured interviews and observations of the lives of coastal women's families.

This study uses the case study analysis strategy by taking the cases that exist in each group related to institutional capacity building of women group.

4. Results

Sanrobone District is one of the districts in Takalar Regency that produces seaweed. Along the coastline of the Sanrobone District is used by local people to grow seaweed. Three types of seaweed are often grown by the coastal community such as *Euchouma Cottoni*, *Gracilaria*, and *Spinossum*. The result of seaweed is sold directly in wet conditions, some of them are dried and then sold. Women who are on the coast seeing this seaweed as a business opportunity if it can be processed into various processing. Based on that fact, the fishery counseling officer assists the women to establish groups.

Women are the assets (capital) of the nation and the State that has a high fighting power, especially in the face of various challenges of life, especially economic problems. As an asset, the government needs to pay serious attention especially in increasing their capacity to create independent women to help the family economy. Many potentials on the coast can be managed by women, such as in the coastal Sanrobone District which is one of the producers of seaweed in South Sulawesi. To produce seaweed with high economic value, it takes skill and expertise to manage it.

Since 2010, there have been 5 groups of women that have been established, those groups are (1) *Assamaturu* (2) *Julu Atia* (3) *Sehati*, (4) *Bunga Pesisir*, and (5) *Mawar*. The number of members for each group around ten people, except *Assamaturu* Group consisting of 13 members. At the beginning of its establishment was only 10 members, but since 2014 the number increased to be 13 members. The average education level of group members is a secondary school.

The following descriptions are some institutional capacity building programs that have been provided by the government and non-governmental organizations to coastal women's groups.

4.1. Description of Institutional Capacity Building Program for Coastal Women's Group

Capacity building is understood as an effort to assist governments, communities, and individuals in developing the skills and skills required to realize their goals. Capacity building is a term used to build a society through the change in itself, for example, the improvement of science, skills, organizing the program and others. Capacity building is a model of the change process, developmental movement as well as individual, group, organizational changes and changes in the formation of the framework of a system towards the better. Thus, capacity building can be done individually or organisationally or institutionally. In this study, it refers to the development of the institutional capacity of coastal women to improve their skills and abilities to improve their quality for the better. In the capacity building efforts of coastal women's groups, the government and the non-governmental organization have implemented various programs that are expected to improve the skills of women who are members of the group.

Based on the results of interviews and document tracing, data and information related to capacity building programs addressed to coastal women groups are as follows:

Table-1. Type of Training that has been followed by Coastal Women Group

No.	Type of Training	Training Objectives	Organizer	Year
1	Appropriate technology	Improving women's ability to utilize appropriate technology	Manpower office	2010
2	Processing of seaweed	Improve the skills of women to process seaweed into a variety of seaweed processed foods	Department of Industry and Trade of South Sulawesi Province Cooperation with Industrial Training Center	2011
3	Small and Medium Industry Development Program	To improve the entrepreneurial spirit for women to improve the entrepreneurial spirit for women	Department of Industry and Trade of South Sulawesi Province	2011
4.	Processing of seaweed	Improve the skills of women to process seaweed into a variety of seaweed processed foods	Regional Industrial Training Center 7 Makassar	2012
5.	Halal Certification Training	Provide an understanding of the importance of halal label in food products	The Industry and Trade Office cooperates with Takalar District Health Office	2012
6	Institutional strengthening	To improve management skills	Fisheries Department of Takalar Regency	2015
7	Training of Fishery Business Actors	Improve fishery business insight	Fisheries Department of Takalar Regency	2016
8	Certification and Durability of Fishery Products for Small and Medium Enterprises	Increase product durability skill	Fisheries Department of Takalar Regency	2016
9	Workshop Certified Local Food Processing	Introducing various types of local food preparations.	Food Security Service	2016

Source: Women's group documents, 2019

In 2014, the seaweed processing group has obtained halal certification from the Food and Drug Administration (BPOM). BPOM is a Non-Departmental Government Institution, by the Decree of the President of the Republic of Indonesia No. 103 of 2001 is a central government institution established to carry out government duties in overseeing food and drug products produced by small, medium and large industries.

Based on interviews with the Chairperson of the Assamaturu Group, information was obtained that the capacity building program provided to coastal women's groups was carried out unstructured by the government. In general the capacity building program is in the form of increasing skills through training in processing seaweed into various snacks and equipment assistance. While capital assistance received very little attention. Yet according to the coastal women interviewed said that in addition to improving skills and equipment assistance, they also really need capital assistance. Therefore, to get capital, they ask for loans from banks.

Based on data on the type of training that has been provided to women's groups, it appears that many capacity building programs have been provided, but have not significantly affected the improvement of family welfare. This is seen from the income level of women who are members of the seaweed processing group, on average earning income that is still below the regional minimum wage of South Sulawesi province. Of the several members of the coastal women's group who were asked about their income in one year, generally they said that their income was around Rp 14 million in a year. The amount of income is still far from the income per capita of Indonesia's population which currently reaches Rp. 56 million in a year.

This means that capacity building programs already provided by the government has not been effective in improving family welfare. Proceeds from the sale of seaweed processed products obtained just to meet the needs of daily living.

4.2. Determinant Factor of Capacity Building

Capacity development of coastal women groups aims to empower women so that they can play a role in improving the family economy. The capacity-building programs that have been given to women as described in the previous section have been widely provided by the government. In reality, it is not easy to empower women. Many factors influence. In this section, we will describe the factors affecting the capacity building of the coastal women group of Takalar Regency.

The factors that can affect the effectiveness of capacity building of coastal women group can be divided into two groups, namely structural factors and non-structural factors. Structural factors that can be explored in this research consist of: (1) program socialization, (2) limited fund owned by program organizer, (3) commitment of program manager. Non-structural factors are (1) low education of coastal women, (2) work ethic, and (3) cultural barriers.

The following will elaborate on the structural factors that become obstacles in the development of women's capacity:

4.2.1. Socialization of the Program

Capacity building programs implemented by the government are often not well socialized to women's groups. Based on interviews with several women's groups that have been formed, they often do not know that there are training activities provided to women's groups. This is because the notification of the training activity plan is submitted to one of the heads of the women's groups known to the program organizers, and often the notices are delivered with a short time lag so not all women groups get the information. So in reality, there are two groups of women that have been formed since 2014 have never received training on seaweed processing.

The phenomenon mentioned above shows that the factor of program socialization becomes the factor that determines the success of the capacity building program. This is in line with the implementation theory proposed by several experts, among others, proposed by Edward III, which puts the socialization variable as the first variable that greatly affects the success of the program implementation of any government policy. Disseminations that are not evenly distributed cause the people who are supposed to benefit from the program can not participate in training activities because of their ignorance. Consequently harming the community and also the government. Costs incurred by the government are not maximally beneficial to the community. The findings in this study indicate that there is one group of women who always get assistance and training, namely the Chairman of the *Assamaturu* Group. While the group of Coastal Flowers and Rose Groups has never received equipment and training aid.

4.2.2. Resources

The funding factor is indeed the heart of any activity or program. Funding is often the reason why a program can't reach all eligible women's groups.

4.2.3. The Commitment of Program Managers

Commitment can be attributed to the motivation of the program organizers. An indicator that can be used as a reference in assessing the seriousness of program managers is how much benefits can be received by women groups, which can be seen from the improvement of skills and welfare. The spirit and motivation of the program manager will affect the spirit and motivation of the participants. Challenges and obstacles will be passed if the program manager has a strong spirit to empower the community. But this is not just a passion, but it is also highly determined by the experience and expertise that the program organizers have. Experienced organizers will have various methods to overcome the obstacles and obstacles encountered. The government needs to pay serious attention to program

organizers who will be tasked with providing capacity building programs. Before the duty should be given training in advance so that it can transfer knowledge properly.

Seriousness, enthusiasm, and motivation will differ between people who have skills and experience with those who are just learning. Skills can be gained through training, and skills acquired when transmitted widely to others, the more experience will be.

Generally, the potential of processed seaweed can be an alternative business for coastal women groups. In terms of skill, the women have been able to make the processed products that are liked by many customers. Because of the capital limitations so this business cannot develop optimally. The productions are still small scale and based on the customer orders. Increasing of institutional capacity of women groups in the coastal area of the *Sanrobone* district is not done optimally. Women groups can improve if they can synergize together so it can strengthen their bargaining position in development programs. In this district, there are two types of women's groups, namely territorial and sectoral groups. Territorial groups such as *PKK Desa*, *PKK Dusun*, *Dasawisma*. While the sectoral groups are women's groups of processing seaweed, health care group, savings, and loan group. But unfortunately, those groups have not been able to synergize one another so based on institution, they are not strong yet.

4.3. Finding

Some of the findings in this research, among others: *first*, the selection of group business type has been adjusted based on coastal area potential. Most of the coastal community work as seaweed farmers are seen as an opportunity for the group members. Raw materials are seaweed obtained by buying from seaweed farmers. Seaweed is processed into various kinds of processed foods such as stick cheese, *dodol*, syrup, crackers, meatballs, etc. Processed seaweed into cheese stick is a product that is liked by many customers because it tastes delicious and tasty. This product already has its brand of the product based on the name of the group and packed into interesting plastic. Production is still on a small scale and very limited marketing range because it is only sold at home of a group leader.

Second, training is not evenly distributed for all groups. There is only one of five groups gaining some training. The group is *Assamaturu*. While the other four groups only get one or two training, and there is even one group that has never got any training. Types of training that have been obtained such as training on the processing of hygienic and qualified seaweed, product packaging, etc.

Third, in addition to training assistance, women's groups also received the assistance of production equipment. Equipment assistance is obtained from the Industry Department, BRI Bank, and universities. Assistance of types based on group business. But there is assistance that cannot be used by the group because the cost of production equipment is high. It is experienced by *Mawar* Group that proceed seaweed into *dodol*. The Industry and Trade Office of Takalar Regency gives electric pan production equipment. The electric pan cannot be used for production, because the electricity used is very high voltage. Production cost is not comparable with the sale result. Finally, the leader of the group sells the electric pan to *dodol* entrepreneur in Takalar Regency.

Fourth, the groups do not have their organization. The groups' effort to conducted at home of the group leaders, so the leaders of the groups are really important. The low capital factor is the main cause. The groups do not have any budget to build a production house that can be used together by the group leaders. The assistance of production equipment that has been received on behalf of the groups stored at home of the group leaders, and used personally to produce. Starting from the capital, production, and marketing is done by the leader groups personally.

Fifth, marketing has not been clear yet. The marketing of seaweed processed products has limited consumer and marketing. The marketing of processed products is still done at home of the group leaders so that the customers are still limited to neighbors and relatives.

Sixth, business management is still weak. It also becomes an obstacle. It is seen from the ability of group leaders to move the members. It is seen that only group leaders are active in managing the business, starting from planning of raw material purchasing, processing seaweed, packing, until product marketing. The synergy between group members is still low.

5. Discussion

This study finds that the capacity building programs already provided by the government have not been effective in improving family welfare. This result is different from that of the literature in Western countries; however, it is accordant with previous studies in rural Asian countries.

This study contributes to a better understanding of the challenges of capacity building for women's groups coastal areas. The first thing to note is the organizational capability of the program organizers. Is having a genuine commitment to increasing the capacity of women's groups. Assessing the implementing organization of the program becomes important to be noticed by the government so that the costs incurred for the training program can give maximum results. The organizational capacity can be assessed from the personnel belonging to the organization, whether it has experience in training, and how often training is provided, as well as the motivation of the organizers. This is important, as this empowerment program requires the government's seriousness that the budget spent can have a significant effect on capacity building.

Capacity building is a challenge [Alexander et al. \(2010\)](#) for all parties to make capacity building programs that can positively impact community empowerment. This finding is in line with the report of Crown Agents which suggests that there are 6 challenges for capacity building success, ie (1) balancing expertise, (2) contextualising learning, (3) institutional development, (4) assessing impacts, (5) keeping up with technological advancements, and (6) diversifying the workforce ([Agents, 2013](#)).

The results of the study show the first challenge facing the government in developing the capacity of women's groups is to provide a balance of technical training and managerial training. The technical training provided has effectively increased the skills of women, but in reality, the increased skill does not have a significant influence on the development of the group. Therefore, an organization is increasingly recognizing the need to balance building technical skills with 'soft' management skills to heighten effectiveness. Public sector organizations have traditionally focused on developing technical skills but we have seen that many are now taking a more holistic and sustainable approach to capacity building.

The challenge faced in building capacity is building commitment between women's groups and program implementers. Building commitments or interpersonal capacity in action is based in the development of deep trust, collective responsibility, and appreciating diversity (Bennet *et al.*, 2014). Commitments that must be owned by coastal women are commitments to develop themselves and get out of their backwardness. Commitment to growth and development by taking advantage of opportunities provided by the government in the form of skills training. Building the commitment of coastal women is a challenge for the implementation of capacity building programs. This is related to the capacity of individual coastal women themselves, which on average their education level is very low, so it is very influential on their ability to respond to any changes. Likewise, non-productive cultures that are still inherent in their socio-economic life tend to keep them poor. Therefore, building capacity must be approached from various dimensions such as the dimensions of skills, institutions, leadership, and socio-cultural dimensions (Bennet *et al.*, 2014).

The research has provided some reflections on practical implications. Public managers and policymakers in Indonesia should pay full attention to the challenges. This is important for the sustainability of women's group organizations.

6. Conclusion

Coastal women have great potential to be empowered in efforts to improve the welfare of coastal families. Various empowerment and capacity building programs have been provided to coastal women's groups, but it seems that they have not been able to improve their lives. This is because the capacity building program provided has not been able to touch all existing women's groups, and the implementation of the program is not structured. As a result, the capacity building program is not sustainable.

The capacity building program carried out by the government so far has only focused on improving seaweed processing skills, packaging techniques and equipment assistance, but did not touch on the fundamentals for coastal women such as social and cultural aspects, on these aspects very influential on the effectiveness of the program. Therefore, the pragmatic implication of this research is the need to pay attention to various dimensions in capacity development so that women's groups can truly be empowered.

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