

The Dynamics of Member Participation and Stakeholder Intervention In Women's Empowerment Programs: A Study of The Ngudi Makmur and Bangun Sejahtera Women Farmers Groups

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Abstract.

The success of women's empowerment programs is determined not only by program design but also by the quality of member participation and the stakeholder interventions that support the implementation process. This study aims to examine the dynamics of member participation and stakeholder interventions in optimizing the implementation of women's empowerment programs within the Ngudi Makmur and Bangun Sejahtera Women's Farmer Groups (Kelompok Wanita Tani/KWT). The study uses a qualitative method with a descriptive approach, through data collection techniques such as in-depth interviews, observation, documentation, and literature review. Analysis of the research findings refers to Sherry Arnstein's theory of participation ladder to identify the level of member participation at each stage of the empowerment process, the classification of forms of stakeholder intervention that affect the quality of participation and Naila Kabeer's empowerment theory to see the extent to which member participation contributes to women's empowerment outcomes. The findings indicate that differences in the level of members' participation across the program stages (planning, implementation, benefit utilization, and evaluation) were shaped by varying stakeholder interventions between the two groups that impact the distribution and the quality of benefits received by group members. Furthermore, the results show that the empowerment process extended beyond enhancing individual capacities to strengthening collective capacities, enabling members to become empowerment agents for other community groups. These findings suggest that improving the quality of women's participation is a key factor in maximizing the effectiveness and sustainability of women's empowerment programs.

Keywords: Women's Empowerment, Women's Participation and Stakeholder Intervention .

I. INTRODUCTION

Women's roles and positions in the public sphere are often overlooked due to the persistence of patriarchal culture deeply rooted in cultural values. This culture refers to the differences created by social structure, resulting in hierarchical distinctions and reinforces unequal power relations between men and women. Gender inequality remains a global issue, as evidenced by its mention in the pillars of the Sustainable Development Goals (SDGs), particularly in development goal point five, namely gender equality, which encompasses women's empowerment (Anthony & Patra, 2022). In Javanese culture, the perception of women as “*konco wingking*” literally symbolizing their confinement to domestic roles, it has contributed to their limited influence in public decision-making processes. A gender and development approach is a strategy currently being widely pursued to foster equality between men and women in a broader context. This approach seeks to eliminate the stigma that positions women as secondary to men and instead promotes equal opportunities and participation.

This approach is used to erase the stigma that women's roles are always secondary to men. Empowerment is believed to be the right strategy to implement to actualize women's roles in development to the fullest. Women's involvement in empowerment has meaningful, positive consequences for achieving social change and improving the nation's quality of life (Putri, 2021). This strategy not only positions women as marginalized due to cultural constructions and social injustice, but also views and treats them as subjects of development. This is in line with the idea expressed by Ma'rif (2023), who stated that women's empowerment is a process of raising awareness and capacity building, enabling women to participate freely, including in decision-making processes for empowerment program policies. Thus, women have the opportunity to be directly involved and have control at every stage of empowerment.

One form of women's empowerment in rural areas is realized through Women Farmers Groups (KWT). According to Ardiani and Dibyorini (2021), KWT is a forum for women to participate in the

development of the agricultural sector and the local economy. In addition to enhancing women's skills and increasing their income, KWT also strengthened social capital, self-confidence, social networks, and women's participation in development (Luthfitah et al., 2023; Wulandari & Kharis, 2025). Consequently, KWTs play a significant role in transforming women from passive beneficiaries into active agents of development. The success of empowerment programs through KWTs is greatly influenced by member participation. Participation is not only interpreted as involvement in activity implementation but also includes involvement in planning, decision-making, and program evaluation. High levels of participation enable programs to better address community needs, foster a stronger sense of ownership, and enhance program sustainability. Conversely, low levels of participation may hinder the achievement of these outcomes (Padila, 2025). In practice, the participation of KWT members is dynamic and is also influenced by external factors.

Collaboration between the government, private sector, and communities is crucial because gender inequality cannot be resolved by a single development actor. In the context of Corporate Social Responsibility (CSR), companies are not only profit-oriented but also have a responsibility to people and the planet, as exemplified by John Elkington's triple bottom line concept. PT Pertamina Patra Niaga AFT Adi Sumarmo implements one CSR-based women's empowerment program through the Masyarakat Sobokerto Peduli Waduk Cengklik (MAS SOPILI) program. This program assists the Bangun Sejahtera and Ngudi Makmur women's groups in Sobokerto Village, Boyolali Regency. Both groups develop businesses based on local potential through processing agricultural and fishery products as part of women's economic empowerment. In implementing the program, the company collaborated with various partners and stakeholders. In the empowerment process, stakeholders play roles not only as facilitators but also as coordinators, mentors, and program accelerators (Aulia, 2023). However, the dynamics of member participation indicate that not all members are actively and equally involved in every stage of the empowerment process.

Previous studies have generally examined member participation, stakeholder roles, and program outcomes as separate issues. Sulistiya et al. (2022) highlight internal and external factors influencing farmer group participation, while Pratama et al. (2022) discuss the relationship between participation and the benefits of food security programs. Meanwhile, Mellinia et al. (2024) focused on stakeholder collaboration through the pentahelix approach, whereas Safitri et al. (2024) examined women's participation in the MAS SOPILI program. However, these studies have not integrated an analysis of the relationships among the quality of member participation, stakeholder intervention, and women's empowerment outcomes within a single analytical framework. Based on these conditions, this study is crucial to analyze the dynamics of member participation and stakeholder intervention in women's empowerment programs in the Ngudi Makmur and Bangun Sejahtera KWT. This study not only views participation as a form of participation but also as a process related to the distribution of power, access to program benefits, and the sustainability of women's empowerment at the village level.

II. METHODS

This study uses a qualitative method with a descriptive approach. According to Lexy J. Moleong, qualitative research aims to understand the phenomena experienced by research subjects holistically through descriptions in a natural context. Sukmadinata (as cited in Ardyan, et al., 2023) states that a single phenomenon may encompass various aspects, including its forms, activities, characteristics, changes, relationships, similarities, and differences between one phenomenon and another. A descriptive approach is used to process and present data systematically for easy understanding (Vardiansyah, 2008). This approach was chosen to describe the dynamics of member participation and stakeholder intervention in the women's empowerment program at KWT Bangun Sejahtera and KWT Ngudi Makmur. The study was conducted in Sobokerto Village, Ngemplak District, Boyolali Regency, Indonesia. Both groups are supported by PT Pertamina Patra Niaga AFT Adi Sumarmo through its CSR program, Masyarakat Sobokerto Peduli Waduk Cengklik (MAS SOPILI). KWT Bangun Sejahtera focuses on vegetable cultivation and the processing of vegetable products, whereas KWT Ngudi Makmur develops processed fishery products and household

products made from used cooking oil waste. Both groups were selected because they serve as both the primary beneficiaries and the main actors in the women's empowerment program. Data were collected through purposive sampling, with informants selected based on their experience and involvement in the program. The key informants consisted of six group members, comprising three members from each KWT. Informants included the village head, village secretary, the head of the PKK (Family Welfare Movement) of Sobokerto Village, and two Community Development Officers (CDOs) from PT Pertamina Patra Niaga AFT Adi Sumarmo. The research was conducted from November to December 2025. Data collection techniques included in-depth interviews, observation, documentation, and literature review. According to Sugiyono (2016), in-depth interviews are conducted to obtain direct and in-depth information. Data were analyzed using the interactive model by Matthew B. Miles and A. Michael Huberman (1992) through the stages of data reduction, data presentation, and interactive verification until data saturation was reached. This research also applies research ethics to all stages of research as stated by Suryanto (2005), starting from preparation, data collection, data processing, writing, and publication.

III. THEORETICAL FRAMEWORK

Women's Empowerment

Empowerment refers to the efforts undertaken by communities to improve their quality of life by utilizing their existing capacities and resources. In the context of social development, empowerment is understood as the process of providing "power" related to independence, participation, networking, and social justice. Meanwhile, women are isolated from access to empowerment and power. Naila Kabeer (1999) argues that women's empowerment is not only about improving technical skills, but also encompasses three main interrelated dimensions:

- 1) Resources
The empowerment process focuses on strengthening women's capacity to access three key dimensions of resources: economic, human, and social resources.
- 2) Agency
Women have successfully gained the ability to determine their life choices, including decision-making, negotiating, collaborating, and following through on strategic choices to achieve goals. Within the group, agency is reflected in women's active participation in decision-making and resource management.
- 3) Achievements
Achievements refer to the significantly outcomes that improve women's quality of life following their enhanced access to resources and strengthened agency through the empowerment process. These achievements serve as indicators of the group's success in gaining the benefits of empowerment.

Empowerment should be viewed as a process involving increased access to resources, both materially and socially, increased capacity for full and equal negotiation in all actions, and the achievement of desired outcomes from resource use (Harrington et al., 2023). Kabeer points out that empowerment is a multidimensional and dynamic process. Access to resources must be accompanied by the effective exercise of agency to ensure that the resulting achievements are meaningful.

Through empowerment, women are expected to gain access to and control over economic, social, cultural, and political resources, enabling them to participate actively in development and improve their quality of life. However, women still face various structural barriers due to patriarchal culture, which limits their access to resources and power. Robert Chambers introduced the concept of "putting the last first" as an approach that prioritizes vulnerable groups, including women, in gaining access to empowerment, enabling them to escape marginalized conditions. Capacity building can be carried out gradually and sustainably through training, mentoring, and other self-development practices. The limited capacity of women to become empowered underscores the need for collaboration among stakeholders in implementing initiatives that promote women's empowerment, including in entrepreneurship (Ratnasari et al., 2021). According to Safitri

et al. (2024), effective empowerment requires consideration of four main principles: equality, participation, self-reliance and independence, and sustainability.

Participation in the Empowerment Process

The success of empowerment is determined not only by the program's implementation design but also by the quality of participation demonstrated by women themselves. Strengthening women's participation spaces can be used as a social learning medium for women to strengthen their position and capacity in the public sphere (Dewi, 2024). In community empowerment, participation is regarded as a strategy for achieving economic, social, and cultural change through community involvement from the planning stage to program evaluation. To examine the forms of community participation, Samuel Cohen and Norman Uphoff in Munawaroh and Hendrastomo (2021) divide participation into several stages, including:

1) Participation in Decision-Making

This stage reflects the extent to which community members have the opportunity to express their ideas and contribute to determining the direction of activities that align with their collective needs. It is manifested through community involvement in the decision-making process during the program planning and design phase.

2) Participation in The Implementation of Activities

The implementation stage constitutes the core of the empowerment process. Community participation in the activities that have been planned is a crucial factor in determining the success of the empowerment. Community members may participate by contributing their ideas, energy, or material resources.

3) Participation in The Utilization of Result

This stage demonstrates the extent to which the community benefits from the empowerment program. The degree to which these benefits are realized serves as an indicator of the program's success in achieving its intended empowerment outcomes.

4) Participation in Evaluation of Activities

Evaluation is a crucial step needed to maintain program sustainability by ensuring that the program meets community needs. This can be done through group discussion forums or program audits.

Participation is a crucial element in ensuring that empowerment programs remain relevant and responsive to women's needs. Through active participation, a fair distribution of power occurs between program implementers and beneficiary groups.

Sherry Arnstein, as cited in Rosyida and Nasdian (2011), conceptualizes participation as a form of citizen power. According to Arnstein, participation reflects the extent to which citizens exert meaningful influence over the development process and the distribution of decision-making power. Based on this perspective, Arnstein developed the eight-level Ladder of Citizen Participation, which ranges from non-participation to citizen power.

1) Manipulation

Pseudo-participation, when the community members are used to give the impression of participation without any real influence. In other words, the public is included as a formality.

2) Therapy

Community members are positioned as individuals who are given solutions to their problems, not as active participants. Authorities involve the public because they view them as patients in need of treatment, simply to keep them from getting angry.

3) Informing

At this level, community members are provided with information without being given the opportunity to express their input to the program. Participation at this level is limited to one-way communication. The public is not given the opportunity to provide feedback.

4) Consultation

Community members are welcome to express their opinions; however, there is no guarantee that their views will influence policy decisions. Power holders view members as a statistical abstraction measured by the frequency of meeting attendance.

5) Placation

Community members' aspirations begin to be taken into consideration during the decision-making process; however, they have not yet influenced program policies. Decisions are still made by those in power.

6) Partnership

Communities have real influence and share power in decision-making through negotiation. Those in positions of authority and community members share responsibility for planning and decision-making, ensuring that changes are made through a collaborative process rather than being imposed unilaterally

7) Delegated Power

Communities have the power to make decisions actively and thus play a role in ensuring program accountability.

8) Citizen Control

Communities have full control over the decision-making process and policy implementation.

The level of participation is adjusted according to the gradation of power, degree of authority, and responsibility, which can be seen in the community's decision-making capacity (Isdaputra & Aisyah, 2025). Participation is not merely about community presence in activities, but also serves as an indicator of the distribution of power in development. The greater the community's space in determining the direction of the program, the higher the level of participation.

Stakeholder Interventions

Multi-actor involvement in empowerment programs reflects a form of public participation that positions communities not as objects of development but as subjects empowered to express aspirations and needs and participate in determining the direction of development (Safitri et al., 2022). Through Corporate Social Responsibility support, the company, which in the context of this research refers to PT Pertamina Patra Niaga AFT Adi Sumarmo, can implement a CSR program through group development, social services, and community capacity building. However, empowerment can't stop at temporary assistance or short-term training. Empowerment programs need to ensure the ongoing transfer of knowledge and skills so that communities can become self-sufficient and reduce their dependence on the company.

According to R. Edward Freeman in Mirna (2025), stakeholders are individuals or groups that can influence or be influenced by the achievement of a program's objectives. Therefore, stakeholders play a crucial role in the sustainability of programs and organizations because they have interests, influence, and direct or indirect relationships with the empowerment process. In the context of women's empowerment, stakeholder involvement is realized through technical training, mentoring, provision of facilities and infrastructure, market access, policies, and capital support (Mirna, 2025). This role is crucial for increasing the capacity and skills of group members so they can develop businesses independently and sustainably. However, the success of an empowerment program is not only determined by external support but is also influenced by the group's internal dynamics, such as communication between members, participation in decision-making, collective norms, and a spirit of mutual cooperation (Mirna, 2025). These factors determine the extent to which external interventions can be utilized effectively and sustainably. Thus, stakeholder intervention during the empowerment process is closely related to the group's ability to access program benefits, expand participation, increase accountability, and strengthen the capacity of local organizations.

IV. RESULT AND DISCUSSION

Profile and Activities of KWT Ngudi Makmur

The Ngudi Makmur Women's Farmers Group (KWT) was established in late 2022 in Turunan Hamlet, Sobokerto Village, Ngemplak District, Boyolali Regency. The group was formed by gathering residents of Turunan Hamlet at the home of a community leader. The meeting was open to the public, especially women in the hamlet. Initially, the group consisted of approximately 30 members, but over time, the number of active members decreased to six due to busy schedules. KWT members are predominantly housewives, but there are also working women, so the level of member activity tends to fluctuate. Nevertheless, group decisions are made through deliberation, and members are given space to express their opinions in group meetings. Initially, activities focused on utilizing home gardens by growing vegetables in

polybags. However, over time, activities shifted to household waste processing, such as making dish soap and aromatherapy candles from used cooking oil. The group also developed a food processing business, namely tilapia and patin fish bone sticks, tilapia crackers, and cookies. The type of empowerment implemented is a productive economy through improving skills in food processing and household waste. The group work system is carried out cooperatively, with tasks divided based on each member's skills and abilities.

Profile and Activites of KWT Ngudi Makmur

In 2023, the Bangun Sejahtera Women Farmers Group (KWT) was established in Gelaran Hamlet, Sobokerto Village, Ngemplak District, Boyolali Regency, upon the recommendation of the village government, as an extension of the existing KWT to support the success of PT Pertamina Patra Niaga AFT Adi Sumarmo's CSR empowerment program. Recruitment of members was conducted door-to-door by the group leader to gather 30 initial members. Over time, the number of active members has decreased to 10 due to busy work schedules. The group's members are predominantly housewives and small business owners. Although some members tend to be passive in discussion forums, they remain involved in the group's production activities. The KWT's primary activities focus on processing locally sourced agricultural products into value-added food products, including kale sticks, kale crackers, cassava chips, as well as catering services for snack boxes and boxed meals. Production is carried out flexibly according to market demand. In addition to developing a vegetable processing business, the group also manages its own cultivation land to produce fresh vegetables that are marketed to the surrounding community in an effort to support sustainable food security. Throughout its implementation, the group emphasizes deliberative decision-making and encourages members' initiatives in determining the direction of group activities and product development.

Stakeholder Interventions and KWT Members' Participation in the Empowerment Program Planning Stage

During the program planning stage, both the Ngudi Makmur and Bangun Sejahtera groups demonstrated member involvement in group discussion forums. However, the quality of their participation exhibited different dynamics. The Ngudi Makmur group, which was formed through an open recruitment mechanism, tended to result in participation that was still formal. Members were involved in discussion forums, but were not yet actively expressing ideas and tended to readily agree to the program design prepared by the Community Development Officer (CDO) of PT Pertamina Patra Niaga, AFT Adi Sumarmo. This situation indicates that stakeholder intervention remains quite dominant in determining the direction of group activities. The CDO plays a role in determining the form of empowerment, providing direction regarding business potential, and assisting in the group formation process. In addition to the CDO and the Sobokerto Village government also plays a role in providing institutional support by facilitating coordination at the village level and encouraging women to participate in the group, while refraining from intervening directly in the group's decision-making process.

In contrast to the Ngudi Makmur KWT, the formation of the Bangun Sejahtera KWT demonstrated a more actor-driven dialogue from the outset of group planning. The group leader's personal approach, through direct communication with prospective members, enabled members to gain a deeper understanding of the group's goals, benefits, and consequences before deciding to join. This mechanism strengthened members' sense of belonging, enabling participation to be seen not merely as a matter of attendance but also as a stronger commitment. This approach significantly impacted the quality of member participation, as they understood the group's activities, job responsibilities, and goals. Stakeholder influence, however, did not appear to dominate decisions about the group's work direction, but rather served as a facilitator in raising awareness and strengthening the commitment of KWT members.

When analyzed using Sherry Arnstein's participation ladder, women's participation in the Ngudi Makmur Women's Group (KWT) during the planning stage was at the placation level. Women's aspirations began to be taken into account in group forums, but final decisions were still made by stakeholders, particularly the CDO as the CSR implementer. This situation indicates that women have gained space to participate in the development process, but the distribution of power is not yet fully equal. Women have been heard, but do not yet have full control over the direction of the program. Meanwhile, the participation of the

Bangun Sejahtera Women's Group (KWT) has reached the partnership level because members and stakeholders have a balanced role in the formation of the group.

Women's involvement in the planning stage is not only measured by attendance at group formation forums, but also by the extent to which women are able to influence the direction of the program. These findings indicate that members of both groups received equal initial access to information and opportunities to join empowerment groups. However, there are differences in the quality of agency between the two groups. The open recruitment conducted by the Ngudi Makmur Women's Group (KWT Ngudi Makmur) resulted in some members lacking a strong understanding of the group's empowerment direction and objectives. Consequently, subsequent participation tended to rely on the guidance of the CDO. From Kabeer's perspective, this situation demonstrates that easy access to participation forums does not automatically result in empowerment if women are not yet fully capable of independently determining the direction of group activities.

From Kabeer's perspective, access to information and opportunities to participate in discussion forums constitute *resources* that equip women with the capacity to make independent decisions. However, in practice, resources contribute to empowerment only when women are able to exercise *agency*, namely their ability to make conscious and strategic choices. Accordingly, the findings indicate that, during the program planning stage, members of KWT Bangun Sejahtera demonstrated a stronger sense of agency than those of KWT Ngudi Makmur. The greater the opportunities afforded to women to influence the direction of the group, the higher the level of participation and the stronger the quality of empowerment achieved.

Dynamics of Member Participation and the Strengthening of Women's Agency during the Program Implementation Stage

During the program implementation phase, the resources provided by stakeholders during the planning phase began to be developed to enhance women's capacity. Stakeholder interventions became more varied, extending beyond program planning to include technical assistance, capacity building, and network strengthening. Partners or stakeholders involved at this stage included PT Pertamina Patra Niaga AFT CDO Adi Sumarmo, village governments, and relevant agencies connected through CSR facilitation. Through stakeholder interventions, KWT Ngudi Makmur and KWT Bangun Sejahtera had the opportunity to receive product development training, organizational mentoring, access to exhibitions and markets, and networking opportunities with other institutions.

At this stage, the differences in the quality of participation between the two groups became increasingly apparent. KWT Ngudi Makmur demonstrated member involvement in the production of aromatherapy candles, dishwashing soap made from used cooking oil, and processed fishery products. The Community Development Officer (CDO) played an active role in providing organizational and technical assistance for production. Furthermore, the CDO liaised with external agencies for training and capacity building. These interventions contribute a positive impact, improving women's skills, opening up access to training, and developing group businesses based on the local potential of the Cengklik Reservoir. However, the intervention's impact has not yet fully resulted in independent participation, as some members remain oriented toward short-term economic outcomes. Open recruitment, which lacked a thorough understanding of the empowerment process, led some members to have immediate expectations of program outcomes. This situation impacted the consistency of member participation, leading the group leader to implement a daily wage system to maintain member involvement in production and marketing. This suggests that member participation still tends to rely on economic incentives and has not yet fully developed from collective awareness. Furthermore, training activities provided by agencies were found to be less inclusive, with participation predominantly being attended by group leaders or active members close to the group's core management. This condition shows that even though stakeholders have provided space for capacity building, the distribution of access to knowledge was not distributed equally, resulting in the benefits of empowerment being experienced more strongly by certain members than by others.

In contrast to the Ngudi Makmur KWT, the members of the KWT Bangun Sejahtera demonstrated a more active and stable level of participation. The division of labor was more organized, members exhibited a stronger sense of responsibility, and there were independent product development initiatives to maintain the

group's sustainability. Comparative study visits conducted by group leaders to other micro, small, and medium enterprises (UMKM) reflect the group's willingness to learn and its ability to adapt to market demands. In this context, stakeholder interventions, particularly from the CDO and the village government, was more facilitative than dominant, as the group had become capable of developing activities based on its own needs. Similar to the KWT Ngudi Makmur, KWT Bangun Sejahtera also experienced a limited number of participants in training provided by government agencies. However, the group leader took a more active approach to maintaining member engagement by selecting training participants on a rotating basis. Compared with KWT Ngudi Makmur, member participation in this group demonstrated a higher level of collective awareness, as members had been recruited from the outset based on their interest and readiness to participate.

In Arnstein's ladder of participation, the participation position of KWT Ngudi Makmur during the implementation stage can be classified at the partnership level because decisions in group production have been based on the results of deliberations, although the initiative of group members is still limited. Similarly, KWT Bangun Sejahtera also demonstrates partnership characteristics because women not only implement the program but also bargaining positions in determining the direction of group business development. However, the activeness and initiative of KWT Bangun Sejahtera members are superior during the implementation stage of empowerment. These findings suggest that the quality of participation is greatly influenced by the process of awareness and commitment formation during the early stages of empowerment. Furthermore, program implementation shows the process of developing women's agency, namely the ability of individuals to act, choose, and influence decisions related to the sustainability of their group.

Agency was not only reflected in members' attendance at group activities, but also through their courage to express ideas, their involvement in task allocation, and their ability to manage activities independently. The study found that stakeholder intervention through mentoring, training, and motivation significantly contributed to increasing members' confidence and enabling them to engage more actively in various group activities. However, the development of the agency was not evenly distributed among members. Some members remained passive in taking on roles, resulting in decision-making still dominated by a few individuals. The members of KWT Bangun Sejahtera demonstrated greater confidence participating in decision-making compared to KWT Ngudi Makmur. These findings suggest that increased agency is influenced by the quality of participation.

Stakeholder Interventions and KWT Members' Participation in Achieving Women's Empowerment Outcomes

The availability of resources and the enhancement of women's capacities do not represent the final outcomes of the empowerment process. Rather, empowerment must be able to produce tangible improving women's quality of life. During the program benefit stage, both groups share economic benefits and increased capacity, but the distribution of benefits shows a different pattern. In KWT Ngudi Makmur, economic benefits and access to increased capacity are felt more by members who are active in production and closely connected to the group's core management. This situation indicates that the distribution of benefits is not entirely equitable and is still influenced by the level of social closeness and intensity of member participation. Although not intentional, this pattern indicates a tendency towards exclusivity in access to program benefits. Meanwhile, KWT Bangun Sejahtera demonstrated a relatively more equitable distribution of benefits. In addition to gaining economic benefits through group efforts, members also experience increased self-confidence, skills, and social solidarity. The group's activities, such as sharing produce from the demonstration plot with the local community and providing charitable assistance to orphaned children, indicate that women were not only beneficiaries of the program but also began to assume roles as social actors contributing to their surrounding community. This situation indicates that empowerment is beginning to develop toward strengthening collective capacity.

Based on Arnstein's Ladder of Citizen Participations, the stage of enjoying the results at KWT Ngudi Makmur is still at the partnership level because members receive program benefits, but control over the distribution of benefits is not yet fully equal. On the other hand, KWT Bangun Sejahtera is at the delegated power level because women have greater influence over decisions regarding the management and

distribution of group benefits. This shows that the quality of women's participation is not only measured by their involvement in activities, but also by their capacity to exercise collective control over the outcomes of empowerment.

The results of the empowerment process are a tangible manifestation of the strengthening of resources and agency experienced by KWT members. Research findings indicate that members of both KWTs achieved various benefits across the economic, social, and psychological dimension. Economically, members earned additional income through production and marketing of processed products. Socially, women developed broader networks, gained organizational experience, and were increasingly trusted to participate in various community activities. Furthermore, increased self-confidence, public speaking skills, and the courage to express opinions indicate a shift in women's position in the public sphere. However, these achievements were not felt equally by all members. Women with higher levels of participation tended to receive greater empowerment benefits than those whose participation remained limited. Thus, women's achievements are the result of the interaction between the quality of member participation and stakeholder intervention throughout the empowerment process.

Dynamics of Members' Participation and Stakeholder Interventions in Achieving the Sustainability of Women's Empowerment During the Program Evaluation Stage

During the program evaluation phase, both groups demonstrated a relatively more progressive participation pattern. Members were given equal space to express criticism, reflection, and proposed program improvements in a joint evaluation forum with the Community Development Officer (CDO) of PT Pertamina Patra Niaga AFT Adi Sumarmo and the village government. Women also became actively involved in determining follow-up actions, such as product changes and improvements to group work mechanisms. Stakeholder intervention at this stage was more facilitative because stakeholders no longer dominated the direction of the evaluation but instead provided a more open dialogue space for group members. This situation indicates that women's participation in the evaluation phase in both groups had reached the level of delegated power. From the perspective of empowerment participation theory, women began to gain reflective skills and bargaining power in determining the program's sustainability. Accordingly, the dynamics of member participation in both groups demonstrate that women's empowerment is a gradual process influenced by the relationship between stakeholder intervention and the group's internal capacity. The greater the opportunities for dialogue, the stronger collective awareness, and the more equitable distribution of power that women have, the higher the quality of participation achieved throughout the empowerment process.

From Naila Kabeer's perspective, the evaluation stage is an essential stage for assessing the independence of beneficiary groups. The research findings indicate that stakeholder support is still needed in both KWTs, particularly in business development, marketing, and institutional strengthening. At the same time, member involvement in the program evaluation demonstrated the existence of a collective learning space that can be used to discuss improvements to program implementation in the future. Therefore, evaluation serves not only as an assessment mechanism but also as part of the process of strengthening the sustainability of women's empowerment.

Transformation of Women's Capacities as an Outcome of Empowerment

Women's active participation in the empowerment process enables them to develop the capacity to make strategic choices that were previously difficult to achieve. Naila Kabeer (1999) argues that the empowerment process occurs through three interrelated dimensions: resources, agency, and achievements. Stakeholder intervention in this study is demonstrated by the implementation of training, regular mentoring, the provision of facilities and infrastructure, and the expansion of market access. These interventions demonstrate efforts to provide and expand women's access to various types of resources. Meanwhile, the active participation of members of KWT Ngudi Makmur and KWT Bangun Sejahtera throughout each stage of the empowerment process fostered the development of agency, namely women's capacity to participate in decision-making and manage group activities. Strong agency successfully achieves various achievements as a manifestation of successful empowerment.

The first achievement is seen in the increase in women's capacity as agents of empowerment. KWT Ngudi Makmur and KWT Bangun Sejahtera did not stop as beneficiaries. Instead, they developed more

widely to be able to transfer their knowledge to other groups. First, KWT Ngudi Makmur as a group that was established before KWT Bangun Sejahtera transferred knowledge through stick-making training to KWT Bangun Sejahtera which experienced obstacles at the beginning of its establishment. In addition, KWT Ngudi Makmur also disseminated its knowledge to UMKM Berkah Makmur which is a CSR fostered group of PT Pertamina Patra Niaga AFT Adi Sumarmo in the TEH SEKAR (Tegalrejo Hijau, Sehat, Berdikari) program by conducting training on converting used cooking oil into value-added products such as candles and multipurpose soap. Second, KWT Bangun Sejahtera also transferred knowledge in the form of training to UMKM Bangun Sejahtera regarding vegetable stick processing. This occurred after the group had developed a strong agency through stakeholder mentoring, facilitation, and training support provided by KWT Ngudi Makmur. From Naila Kabeer's perspective, these two findings represent the achievement of empowerment. Women have successfully transformed the resources they acquired during the empowerment process into capacities that benefit other women.

Strengthening social recognition of women in the public sphere is also an achievement of empowerment in this study. This is demonstrated through the involvement of KWT Ngudi Makmur and KWT Bangun Sejahtera as representatives of Sobokerto Village and PT Pertamina Patra Niaga AFT Adi Sumarmo in several exhibition activities. Through empowerment, there has been an increase in social recognition of women in Sobokerto Village. KWT Ngudi Makmur and KWT Bangun Sejahtera are often used as symbols or representatives of the village and PT Pertamina Patra Niaga AFT Adi Sumarmo in exhibitions, bazaars, UMKM forums, official events, and television program coverage. Products produced by both groups are often used as souvenirs typical of Sobokerto Village during government or company visits. In addition, the products are also popular with the local residents and visitors to Waduk Cengklik. This phenomenon shows that both KWTs have gained legitimacy as competent groups and contribute to village development. This recognition is an important element in determining achievement because it reflects a change in the position of women in the social structure, which was initially less recognized in the public sphere, but has now become an actor whose role and existence are recognized.

The empowerment process generated not only economic improvements for group members but also broader transformations in social values. This was reflected in the form of benefits disseminated by KWT Bangun Sejahtera to the surrounding community. Group members agreed to a program of orphanage assistance funds by setting aside Rp 10,000 from the profits of each snack sale. This agreement was reached through a member meeting, so each member had the right to approve or reject the program design. This agreement not only evidenced the economic improvement of the members, but also a manifestation of the members' ability to manage their resources for economic and social benefits. From Kabeer's perspective, this ability is a form of agency that is actively developed to realize achievements in the form of real contributions to community welfare.

Stakeholder interventions contribute to expanding women's access to various resources, such as knowledge, skills, social networks, and opportunities for active participation in groups. Member participation at each stage of empowerment strengthens women's ability to determine their choices, make decisions, and manage group activities, a manifestation of strengthened agency. Achievements are reflected in the increased capacity of women as agents of empowerment, strengthened social recognition of the group, the development of the ability to transfer knowledge to other groups, the formation of collective leadership, and the increasing contribution of women to community development. Thus, Naila Kabeer's empowerment perspective emphasizes that the success of women's empowerment is not solely measured by increased income, but also by women's ability to transform access to resources and capacities into changes in social position, expanded decision-making space, and more meaningful involvement as development subjects capable of creating sustainable change.

The Relationship Between Members' Participation and Stakeholder Interventions in Shaping the Benefits of Women's Empowerment

The dynamics of members' participation and stakeholder interventions in KWT Ngudi Makmur and KWT Bangun Sejahtera demonstrate that the achievement of women's empowerment objectives is strongly influenced by the quality of women's participation and the pattern of relationships established between the

groups and stakeholders. Referring to Ihsan (2019) perspective on the objectives of women's empowerment, the findings indicate that both groups have succeeded in enhancing women's roles in the social and economic life of their communities, although the extent of these achievements differs between the two groups. In KWT Ngudi Makmur, women gained additional economic roles through the production of processed food products and the conversion of household waste into value-added products. Meanwhile, in KWT Bangun Sejahtera, women not only participated in food production activities but also became actively involved in community social initiatives, such as distributing produce from the demonstration plot to local residents and providing financial assistance to orphaned children. These findings suggest that the empowerment process has expanded women's roles beyond the domestic sphere into the public and economic spheres of community life. However, differences in the quality of participation dynamics influenced the extent to which women's positions within their groups were strengthened.

The higher the level of women's participation and the stronger the support provided through stakeholder interventions, the greater the opportunity for women to experience more equitable empowerment benefits, including improved economic conditions, enhanced individual capacities, and strengthened social positions within the community. Conversely, when participation remains passive and stakeholder interventions continue to dominate the empowerment process, the distribution of empowerment benefits is likely to become uneven across group members. The intensive support provided by the Community Development Officer (CDO) of PT Pertamina Patra Niaga AFT Adi Sumarmo successfully expanded women's access to training, production skills, and business opportunities based on local potential. However, it also created a tendency for the group to rely on stakeholder guidance, causing some members to remain insufficiently equipped with the collective awareness and independence needed to manage the group's enterprises autonomously. As a result, the empowerment benefits experienced by KWT Ngudi Makmur tended to be concentrated on practical economic improvements rather than on the comprehensive strengthening of women's capacities and independence. On the other hand, the benefits experienced by members of KWT Bangun Sejahtera reflected a more equitable distribution of empowerment outcomes, supported by the group's higher level of participation. The group's position at the delegated power level during the program benefit stage indicates that women were not only involved in implementing program activities but also exercised influence over decision-making and group development, thereby strengthening both the group's collective capacity and the independence of its individual members.

Although stakeholders have provided various forms of support, research results indicate that stakeholder understanding of women's needs is not yet fully optimal. This is evident in several program and product proposals from external parties that are not aligned with local market conditions or the capabilities of group members. As a result, groups must make their own adjustments to ensure business activities are more realistic and align with their economic needs. This finding suggests that women's needs became better understood only after group members had gained practical experience through production activities. Therefore, women in both groups have not been fully positioned as the primary subjects from the beginning of program planning because the program's direction is still significantly influenced by the perspectives of the CDO and the village government as external stakeholders. On the other hand, group members themselves are internal stakeholders who have a significant influence on the success of the empowerment program. In both KWT Ngudi Makmur and KWT Bangun Sejahtera, group decisions are generally made through collective discussions, giving members the opportunity to express their aspirations and business ideas. In practice, group members participate in developing product innovations, determining marketing strategies, and adapting business activities to the socio-economic conditions of the surrounding community. Therefore, women's empowerment in both KWT Ngudi Makmur and KWT Bangun Sejahtera does not occur instantly, but is the result of a process that is interconnected at every stage.

V. CONCLUSION

The dynamics of member participation and stakeholder intervention in women's empowerment in KWT Ngudi Makmur and KWT Bangun Sejahtera indicate that the success of empowerment is not solely determined by the existence of programs, assistance, or mentoring from external stakeholders, but is also

strongly influenced by the quality of women's participation throughout all stages of empowerment. The results of the study indicate that stakeholder intervention, particularly PT Pertamina Patra Niaga AFT Adi Sumarmo through its Community Development Officer (CDO) and the Sobokerto Village government, played a significant role in shaping the initial direction of empowerment through mentoring, training, provision of facilities, and strengthening group capacity. However, this form of intervention in the initial stages still tended to be top-down because the direction of the program, types of activities, and empowerment mechanisms were largely determined by external stakeholders. This condition resulted in women not having full control over the empowerment process from the planning stage. However, as the internal capacity of the groups developed, the intervention pattern gradually changed to become more participatory by providing advanced training facilities from the agency so that women began to gain space to determine their needs, business strategies, and the direction of group development independently.

The differences in the quality of participation between KWT Ngudi Makmur and KWT Bangun Sejahtera were clearly evident. In KWT Ngudi Makmur, the open recruitment mechanism, which was not accompanied by a strong process of awareness-raising, led some members to adopt a pragmatic form of participation primarily oriented toward short-term economic benefits. As a result, the quality of participation tended to fluctuate, and the benefits of empowerment were experienced mainly by members who were actively involved in group activities. In contrast, KWT Bangun Sejahtera demonstrated a more progressive quality of participation because, from the outset, the group was developed through a personal approach that fostered shared understanding, commitment, and a sense of ownership among its members. Women's participation in this group had progressed to the delegated power level, where women were not only responsible for implementing group activities but also exercised bargaining power in determining the direction of the group's enterprises, product development, and the management of group benefits. High collective awareness and better internal communication make the distribution of empowerment benefits more equitable, both in the form of economic benefits, increased capacity, and strengthening women's social position in society.

This study also shows that the quality of women's empowerment is significantly influenced by the relationship between stakeholder intervention and the group's internal capacity. Overly dominant stakeholder interventions have the potential to create group dependence on external direction and limit women's independence. Conversely, interventions that are facilitative, dialogical, and provide women with greater control can strengthen collective awareness, critical capacity, and group sustainability. Participatory women's empowerment is not simply realized through women's involvement in program activities, it must also be accompanied by a more equal distribution of decision-making power so that women truly become subjects of development, not simply beneficiaries of empowerment programs. Stakeholder intervention is also a crucial factor in expanding women's access to resources, while the level of member participation influences the strengthening of agency within available resources. Thus, the results of this study indicate that the benefits of empowerment are positively associated with the quality of participation developed throughout the empowerment process.

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