



Inter-Organizational Collaboration and Its Impact on the Effectiveness of Empowerment Programs in the Bulukumba, Bone, and Makassar Regions: A Comprehensive Study

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Article History	Abstract
Received: 06 June 2023 Revised: 05 Sept 2023 Accepted: 25 Nov 2023	<p><i>This research aims to analyze the relationship between cross-organizational support and the effectiveness of empowerment programs in the Bulukumba, Bone, and Makassar regions. Using a qualitative method, the research was conducted from August to December 2022, with a focus on three pilot villages in South Sulawesi. With 15 key informants selected through purposive sampling, data were collected through in-depth interviews and observations. Data analysis involved stages of data reduction, data display, and conclusion drawing or verification. The results of this research reveal the importance of integrating physical, human, and social capital in community empowerment. It was found that the implementation of the program faced challenges in integrating these three capitals, often due to limitations in human resources and coordination among institutions. The Indonesia Juara program, which aims to develop an integrated empowerment model, encountered difficulties in applying these principles in the field. Furthermore, this study highlights the importance of the Pentahelix concept, which involves government, academia, business, communities, and media, in community empowerment. However, it was found that Pentahelix collaboration is still not optimal in practice, especially in the context of the Indonesia Juara program. Collaborative leadership is needed to enhance the effectiveness of this program by effectively integrating various stakeholders in empowerment efforts. It is recommended to promote stronger cooperation between Ministries/Institutions and Regional Device Organizations (OPD) to ensure program effectiveness and efficiency. Collaborative leadership is required to effectively integrate various stakeholders.</i></p>
CC License CC-BY-NC-SA 4.0	Keywords: Community Empowerment, Collaboration, Collaborative Leadership, Community Welfare

1. Introduction

In essence, the goal of every development program is to enhance community welfare. One of the approaches that can achieve this welfare is the empowerment approach (Jolliffe 2014, Dalziel et al 2018, Muchson 2020, Christopher 2021), which aims to create an environment for developing the potential of communities, strengthening existing capacities, and protecting the vulnerable from exploitation by the powerful.

Therefore, community empowerment aims to make communities self-reliant and capable of addressing their own issues, rather than making them dependent on external parties. However, there are still empowerment programs that actually create dependence and lack of self-reliance among communities, which should not be the case (Forrester 2000, Maulida & Achmad 2021, Gupta 2021).

Although there is debate about the definition of empowerment, Deepa Narayan of the World Bank formulated the concept of empowerment in the context of poverty alleviation as the improvement of assets and the ability of the poor to participate, negotiate, influence, control, and demand accountability from the institutions that affect their lives (Narayan, 2002).

According to Suyanto (2001), one of the reasons for the failure to build community self-reliance is the misidentification of the causes of poverty. Poverty is not only caused by economic factors or low income

but also involves various factors such as culture, geography, and others that can complicate efforts to empower poor communities (Wagle 2002, Bradshaw 2007, Sovacool 2012, Danaan 2018). Therefore, the integration of all the resources within a community becomes crucial in empowerment programs.

Integration as a new development concept emerged in response to the proliferation of development programs with empowerment, social security, and social assistance approaches (Borzaga et al 2019, Agbedahin 2019, Ojong & Cochrane 2021). Since 2006, the government has been striving to integrate community empowerment programs by encouraging development mechanisms to merge with regular development mechanisms managed by local governments.

Community empowerment programs face several coordination and synergy-related issues, such as program duplication, confusion among communities and implementers, complex administration, inefficient resource management, and ineffective poverty alleviation (Binswanger & Aiyar 2003, Samii et al 2014, Mkhwane 2019, Susilo 2021). Previous evaluations of community-driven development programs have shown that confusion and duplication indeed occur, with some areas receiving multiple identical programs while others receive none. This leads to resource duplication and wastage. Communities are often confused by the differences in rules and standards applied by each program, including differences in implementation mechanisms, procurement rules, or reporting.

The Indonesia Juara program was conceived to develop an integrated empowerment model by optimizing the potential or resources available in villages/neighborhoods. Based on primary and secondary data collected from three pilot villages, it can be concluded that several issues were found, including the lack of integration of physical, human, and social capital within the framework of the empowerment program. The development of integrated clinics designed as service models to address various community issues and build self-reliance has not been optimal, partly due to the relatively low educational level of the human resources prepared to provide clinic services and the limited number of facilitators or empowerment agents.

The development of productive enterprises has not been optimal because village residents have limited abilities to determine and implement marketing strategies for productive efforts, suitable packaging for products to meet market demand, and marketing networks. The development of parenting clinics has not been optimal due to the absence of specialized personnel to implement the community parenting program, as well as the lack of facilities and infrastructure to carry out parenting activities, especially learning centers.

From an economic standpoint, economic institutions like cooperatives or village-owned enterprises have not maximally fulfilled their roles in supporting community economic empowerment. Similarly, the potential of youth has not been fully tapped, and some youth organizations like youth clubs, mosque youth groups, and others are not very active. Additionally, there is a lack of community empowerment institutions, productive efforts, economic, financial, and local partners to support the Indonesia Juara program.

Enhancing community empowerment requires a consistently coordinated package of changes in physical capital built on the strengths of educational infrastructure in developing human resources and the capabilities of empowerment actors in promoting community empowerment. These findings contribute to the empirical application of the concept developed by Fukuyama (1995) regarding the relationship between human capital and community empowerment. This finding also supports Sumodiningkrat's research (2000) that the involvement of facilitators as actors in empowerment is an important source for achieving community empowerment.

2. Materials And Methods

This research utilized a qualitative method to generate comprehensive facts related to the Indonesia Juara program. It was conducted from August to December 2022, with a focus on three pilot villages in South Sulawesi, namely Ara Village, Cabbeng Village, and Rappokalling Subdistrict. Research informants were selected using purposive sampling techniques, encompassing various stakeholders in each village, such as village chiefs, women activists, micro, small, and medium-sized enterprise (UMKM) entrepreneurs, and local organization leaders, totaling 15 individuals as key informants.

Data were collected through in-depth interviews and observations to extract detailed information about respondents' experiences, opinions, attitudes, and the dynamics of program implementation. Observations helped gather data on non-verbal behavior and social interactions in the field. Secondary data were obtained from literature studies, written documents, and audio-visual documentation.

Data analysis was conducted following the methods of Miles and Huberman (1994) and Moleong (2008), involving data reduction, data display, and conclusion drawing. This process entailed ongoing

interaction with the data, including note-taking, coding, classification, synthesis, and summarization. Identifying patterns and relationships was also crucial in generating common findings, ensuring the accuracy and relevance of findings to the research problem.

3. Results and Discussion

The concept of integrating physical, human, and social capital in empowering communities in the Indonesia Juara program is of utmost importance. The challenge in implementing the program lies in how to integrate these three forms of capital in the effort to enhance the overall well-being and progress of the community.

Physical capital encompasses infrastructure and technology that can be used by the community to improve their daily lives. Human capital includes the skills, knowledge, and abilities of individuals that can be acquired through education and training. Social capital comprises the relationships between individuals and community groups, as well as the values, norms, and beliefs that influence social interactions.

The challenge in community empowerment programs is the readiness of human resources or human capital. This human capital is reflected in the form of knowledge, ideas, creativity, skills, and work productivity. Unlike other forms of capital that are merely tools, human capital can invest in itself through various forms of human resource investment, including formal and informal education, work experience, health, nutrition, and migration. Investment in human resources can improve productivity and quality.

Optimizing human resource potential will not succeed fully if not integrated with the potential of social capital in empowerment. Interaction among intellectuals, entrepreneurs, government, and the community is required to combine these two potentials into a source of energy in enhancing the socio-economic value of the community.

High social capital can only be created when there is a high degree of reciprocity or mutual relationships, and it can have economic value if it helps individuals or groups access financial resources, information, employment, start businesses, and other productive resources.

In community empowerment, the integration of these three forms of capital can be achieved by building accessible infrastructure for the entire community, providing training and education to enhance the skills and knowledge of the community, and strengthening social relationships among individuals and community groups to promote collaboration and solidarity in addressing the challenges they face. This way, community empowerment can be carried out holistically, covering various aspects of community life and promoting the creation of a more self-reliant, advanced, and prosperous community.

The implementation of community empowerment through the Indonesia Juara program shows that communities gain empowerment by considering the available "resources." To adapt to the current era, communities must enhance their competitive abilities by improving their education and skills to become a more intelligent community in seizing future opportunities. This finding supports Fukuyama's (1995) research on the relationship between community capabilities and human capital and is related to the theory developed by Romer on human capital as an antecedent of the empowerment process.

Pentahelix Partnership in Community Empowerment

Support from all elements is needed to develop the potential of villages in empowerment programs. Village-based empowerment cannot achieve its goals if only one element is active. The key to developing the potential of villages lies in the commitment and synergy among different elements, with a multiparty approach. Therefore, the concept of the pentahelix, which involves the Government, academia, businesses, the community, and the media working together in an integrated and committed manner to develop local potential in community empowerment, becomes crucial. This local village potential must prioritize local wisdom and local resources.

The pentahelix concept has its roots in two previous models, namely the triple helix theory and the quadra helix theory. The triple helix theory involves the government, businesses, and academia, while the quadra helix theory involves the government, businesses, academia, and civil society. The pentahelix concept was then developed by adding mass media as the fifth actor. Over time, this concept has been further refined to involve five actors, namely Academia, Business, Community, Government, and Media (ABCGM). Discussions about the pentahelix concept continue to evolve over time, and the collaboration among these five stakeholders is expected to create policies supported by various interacting resources in a synergistic way, making the pentahelix model highly valuable in addressing multi-stakeholder issues in a single location.

Observations in the field in three research locations in the villages of Ara, Cabbeng, and Rappokalling faced challenges in implementation due to a lack of supporting infrastructure and structured activities. Most of the activities were organized by the community rather than the government or stakeholders, and there was no pentahelix collaboration. Therefore, it is necessary to optimize the dominant actors in the implementation, which are the community or society. However, they have limited resources, so the specific and systematic role of other actors is needed.

The pentahelix-based community empowerment partnership model is a model that involves five parties or elements: government, business, academia, community, and media. This model aims to build mutually beneficial partnerships among these five elements in an effort to advance community empowerment.

In this model, the government serves as the regulator and policy maker, businesses create jobs and drive economic growth, academia conducts research and innovation development, the community is the beneficiary and a potential source of human resources, and the media serves as a connector and information disseminator.

Through continuous cooperation and partnership, these five elements can complement and support each other in achieving the common goal of community empowerment and improving socio-economic well-being. This model also takes into account the comprehensive interests of the community and gives them a significant role in the development process.

In the implementation of the Indonesia Juara program, the role of the pentahelix is crucial in empowerment, as these five stakeholders must work together to achieve the common goal of advancing the village. The government, as one of the pentahelix stakeholders, can provide policy support and the necessary infrastructure for the village. Industries or businesses can assist the village by providing training and mentoring for the development of village businesses and products. Academia can provide support in terms of research and the development of products and technologies that align with the village's needs. The community can provide input and benefit from village empowerment. The media can help introduce village products and promote village activities.

In village empowerment, the pentahelix must work collaboratively and support each other. They can collaborate to identify the challenges faced by the village, design empowerment strategies and programs, and implement these programs. In the village empowerment process, the pentahelix must also pay special attention to the sustainability of the programs so that the results achieved can be sustained and have a positive impact on the village.

Thus, the pentahelix-based community empowerment partnership model is expected to create synergy and strong collaboration among the government, businesses, academia, community, and media to achieve more sustainable and inclusive development goals.

The Role of Collaborative Leadership in the Indonesia Juara Program in South Sulawesi

Collaboration is a process in which stakeholders interact and negotiate to create rules and structures that govern their relationships and ways to decide on the issues they face. Collaboration involves shared norms and beneficial interactions. Effective collaborative planning in the context of public policy is important because it can reduce conflicts, create win-win solutions, minimize planning development failures, create strategies that meet the needs of all involved parties, and produce long-term solutions. The main principles of collaboration are transparency in the process, diversity and representation of stakeholders, and the involvement of all stakeholders in decision-making. Aspects of collaboration include dialogue, building commitment, goals, and shared agreements (Sedgwick 2017, Wright 2017).

Collaborative leadership is becoming increasingly important in community empowerment efforts in the modern era. Leadership models that prioritize collaboration between parties have been proven effective in achieving common goals and enhancing community well-being.

According to Wargadinata (2018), the role of leadership in collaborative governance is to help stakeholders find mutually beneficial solutions, where the leader acts as a facilitator during the process. Collaborative leadership is not designed to formulate strategies to solve problems but to create synergy in strategies among stakeholders leading to innovative solutions. The difference between collaborative governance and other cooperation forums lies in the process, where the goal of collaborative governance is not only to complete tasks but to find new ways to solve problems. As catalysts and facilitators, leaders must build interdependence and not be authoritarian.

In the Indonesia Juara program, the role of collaborative leadership is crucial, involving a diverse range of internal and external stakeholders. Drivers of the collaboration process in the Indonesia Juara

program include policy implementation, needs, and leadership. Stages in the collaboration process include problem identification, approach, development, and socialization. The collaboration process in the Indonesia Juara program is not yet optimal due to weak village data management, suboptimal public services, and the need for improved information transparency. Additionally, the collaboration process also requires inter-organizational relationships and organizational development.

Community empowerment is a process that provides individuals or groups with the opportunity to control and improve their quality of life. In this process, collaborative leadership plays a very important role. Collaborative leadership is a leadership style that considers the interests of all parties and promotes teamwork to achieve common goals. Collaborative leadership involves cooperation between different parties such as government, the private sector, academic institutions, and the community. Each party has its own roles and expertise that can be used to strengthen community empowerment.

The government can provide policies and resources to support community empowerment programs, while the private sector can provide access to technology and financial resources. Academic institutions can provide knowledge and skills to the community, while the community can provide input and active participation in the empowerment process. Collaborative leadership can also enhance community participation in the decision-making process. In this model, the community is given the opportunity to provide input and participate in the decision-making process, making community empowerment programs more effective and tailored to their needs.

Furthermore, collaborative leadership can increase community involvement in empowerment programs. Active community involvement can help improve the sustainability of programs and create a greater long-term positive impact. In the context of globalization and ongoing social change, collaborative leadership is essential to achieving common goals in community empowerment. This model provides opportunities for all parties to contribute and strengthen community empowerment programs, thereby creating better well-being and prosperity for all parties involved.

4. Conclusion

The main outputs that support the implementation of the Indonesia Juara Program are achieved through collaboration between Ministries/Agencies and the synergy of programs between Local Government Organization Units (OPDs) at the Regional Government level, ensuring that the implemented programs are effective and efficient. The outputs of the Indonesia Juara Program are implemented in the form of achievements such as the development of a work plan for the Integrated Clinic Learning Module (Business, Youth, Parenting, and Literacy), the Indonesia Juara Learning Management System (LMS) application, the results of socialization, program introduction to villages/sub-districts, benchmarking, and support from Ministries/Agencies and the support of the Regent/Mayor. All development stakeholders are encouraged to eliminate sectoral egos that can hinder social-economic integration and cohesion, even leading to unhealthy, unfair, and inefficient economic, social, and cultural development. It is recommended to promote stronger cooperation between Ministries/Agencies and Local Government Organization Units (OPDs) to ensure program effectiveness and efficiency. This collaboration should include the exchange of resources, expertise, and policy support.

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