



DEVELOPING A GOOD GOVERNANCE-BASED PUBLIC ADMINISTRATION MODEL TO STRENGTHEN THE PEOPLE'S ECONOMY AND FOOD SECURITY

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ABSTRACT

Enrekang Regency is one of the major agricultural and UMKM centers in South Sulawesi with strong potential to strengthen the people's economy and regional food security. However, weak governance practices have limited the effectiveness of development programs and reduced their impact on community welfare. This study aims to develop a good governance-based public administration model that supports more integrated, transparent, participatory, and responsive regional development. Using a mixed methods approach with an explanatory sequential design, the study combined qualitative data from in-depth interviews, observations, and document analysis with quantitative survey data collected from farmers and UMKM actors in five agricultural center districts. The quantitative stage was designed to complement and validate the qualitative findings regarding governance implementation at the local level. Data were analyzed through thematic analysis, descriptive statistics, and multiple linear regression, while model validation was conducted through Focus Group Discussions (FGDs) and policy dialogue with stakeholders.

The findings reveal persistent weaknesses in cross-OPD coordination, limited substantive community participation, low transparency and accountability, and development programs that remain focused on administrative outputs rather than community needs. In response, this study proposes a governance model centered on four main components: integrated cross-sector coordination, participatory planning and feedback mechanisms, transparent public information systems, and needs-based program evaluation. The study contributes to the literature on governance in agrarian regions by offering an operational and context-based model that can support evidence-based policymaking to strengthen local economic resilience and sustainable food security.

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1. INTRODUCTION

Enrekang Regency is one of the important agricultural and UMKM centers in South Sulawesi Province, with leading commodities such as shallots, coffee, and highland vegetables. The agricultural sector remains the primary livelihood for most residents and contributes significantly to regional economic activity. At the same time, the growth of UMKMs has strengthened local economic resilience and supported community income generation. These sectors also play an important role in maintaining regional food security and reducing rural economic vulnerability. However, the potential of agriculture and UMKMs has not been fully transformed into sustainable community welfare due to persistent governance problems in development planning and implementation (Ramadhani et al., 2022; Rohmat Hidayat, 2023).

One of the main challenges is the weak coordination among Regional Apparatus Organizations (OPDs), particularly between the Agriculture Office, Trade Office, Cooperative and UMKM Office, and regional planning agencies. Development programs are often implemented separately, resulting in overlapping activities, inefficient budget allocation, and limited program impact on local communities (Dema et al., 2020). In addition, public participation in planning forums such as Musrenbang tends to be procedural rather than substantive, while transparency and accountability mechanisms remain limited. As a result, many development programs fail to address the real needs of farmers and UMKM actors, especially regarding market access, price stability, and institutional support. These conditions ultimately affect the sustainability of local economic development and food security.

The need for governance reform in regional development has been widely discussed in previous studies. Research on good governance in Indonesia has generally focused on improving public services, bureaucratic reform, and administrative efficiency (Nurhayati et al., 2022; Suwanda & Tjenreng, 2025). Other studies on agriculture and UMKMs mainly emphasize production capacity, financing, and marketing strategies rather than governance integration across sectors (Wirawan & Tjenreng, 2025). Although these studies provide important insights, they tend to examine governance dimensions separately and rarely integrate agriculture, UMKM development, and food security within a single governance framework. Moreover, previous governance models are often conceptual and less operational in addressing local administrative realities in agrarian regions.

This study addresses these limitations by proposing a good governance-based public administration model specifically designed for agrarian regional development in Enrekang Regency. The novelty of this research lies in the integration of four governance dimensions—cross-OPD coordination, participatory planning, transparency and accountability mechanisms, and needs-based program evaluation—into an operational model that is contextually adapted to local development conditions. Unlike previous studies that focus primarily on administrative reform or sectoral development independently, this research combines governance analysis with community economic and food security objectives in a single framework.

This study aims to analyze the implementation of good governance principles in the management of people's economy and food security programs in Enrekang Regency and to

formulate an applicable governance model to improve policy effectiveness. Specifically, the research focuses on identifying governance weaknesses related to coordination, participation, transparency, accountability, and program responsiveness, while developing practical recommendations that can support evidence-based policymaking for sustainable regional development.

2. RESEARCH METHODS

This study employed a mixed methods approach using an explanatory sequential design to examine governance implementation in programs related to the people's economy and food security in Enrekang Regency. The qualitative phase was conducted first to explore governance conditions, institutional coordination, and community participation patterns through in-depth interviews, observations, and document analysis. The findings from this stage were subsequently used to construct and refine the quantitative research instrument. The quantitative phase was then conducted to validate and strengthen the qualitative findings through statistical analysis. This design was selected because governance issues involve complex institutional and social interactions that require both contextual understanding and empirical measurement (Dawadi et al., 2021).

The study was conducted over six months, consisting of: (1) one month for preparation and instrument development, (2) two months for qualitative data collection and preliminary analysis, (3) one month for quantitative survey implementation, (4) one month for integrated data analysis, and (5) one month for model validation through Focus Group Discussions (FGDs), policy dialogue, and final report preparation. This revised timeline ensures consistency between the research duration and the implementation stages.

The qualitative participants included officials from relevant Regional Apparatus Organizations (OPDs), such as the Agriculture Office, Trade Office, Cooperative and UMKM Office, and Bappelitbangda, as well as village heads, farmer group leaders, UMKM actors, and community leaders. Informants were selected using purposive sampling based on their involvement in regional development and governance processes. Approximately 30 informants participated until thematic saturation was achieved.

For the quantitative phase, respondents consisted of farmers and UMKM actors from five agricultural center districts in Enrekang Regency, namely Baraka, Anggeraja, Cendana, Alla, and Masalle. Stratified random sampling was applied to ensure representation from each district. A total of 25 respondents were included in the survey. Although relatively limited, this sample size was considered acceptable because the quantitative stage primarily served to support and validate qualitative findings rather than to generate broad population generalizations. In addition, the regression analysis employed in this study was exploratory in nature and involved a limited number of predictors, following recommendations for small-sample regression in mixed methods governance research. Respondents met the following criteria: (1) at least 18 years old, (2) actively involved in agricultural or UMKM activities for a minimum of two years, and (3) having experience with government programs related to economic development or food security.

Data collection instruments included interview guidelines, observation sheets, and structured questionnaires. The interview and observation instruments were developed based on five core principles of good governance: transparency, accountability, participation, effectiveness, and responsiveness. Transparency referred to the accessibility of public information and openness of program implementation; accountability referred to government responsibility and fairness in program distribution; participation referred to community involvement in planning and evaluation; effectiveness referred to the extent to which programs addressed community needs and achieved intended outcomes; and responsiveness referred to the government's ability to respond to local problems and aspirations.

The questionnaire consisted of 30 closed-ended statements measured using a five-point Likert scale. Instrument validity was assessed through expert judgment involving public administration academics and governance practitioners. Prior to the main survey, the questionnaire was piloted with respondents outside the research sample to evaluate clarity and reliability. Reliability testing used Cronbach's Alpha with a minimum acceptable coefficient of 0.70.

Qualitative data were analyzed using the Miles and Huberman interactive analysis model, which included data reduction, data display, and conclusion drawing. Coding and thematic categorization were conducted manually and supported by NVivo software to identify recurring governance patterns and institutional issues. Quantitative data were analyzed using SPSS through descriptive statistics and multiple linear regression analysis. Preliminary statistical tests, including normality and multicollinearity tests, were conducted before regression analysis to ensure data suitability. The regression model examined the influence of transparency, accountability, participation, effectiveness, and responsiveness on perceived program effectiveness and community satisfaction.

To strengthen the credibility of findings, this study applied method and source triangulation by comparing interview results, survey findings, observations, and official documents. The proposed governance model was further validated through FGDs and policy dialogue involving OPD representatives, farmer groups, UMKM actors, and academics. This validation process ensured that the resulting model was operationally feasible and relevant to local governance conditions.

3. RESULTS AND DISCUSSION

Results

The research findings indicate that coordination between Regional Apparatus Organizations (OPD) in Enrekang Regency is far from optimal. The Department of Agriculture, the Department of Trade, the Department of Cooperatives/UMKMs, and the Regional Development Planning Agency (Bappelitbangda) implement community-based economic and food security programs within their respective areas, but without a regular coordination forum to unify planning. This results in overlapping activities, such as UMKM entrepreneurship training held by two different OPDs with nearly identical materials and targeting the same target group, while other farmer groups receive no intervention.

Interviews with officials indicate that existing coordination is incidental, occurring only during musrenbang (development planning meetings) or ad hoc meetings, without a permanent mechanism for program synchronization. The survey results revealed that 68% of officials stated there was no cross-OPD integration mechanism, 24% assessed that existing coordination consisted only of the exchange of administrative reports, and only 8% believed that substantive coordination was in place.

This situation results in budget inefficiency, underserving many community groups, and unresponsiveness of programs to the real needs of farmers and UMKMs. Operationally, these results confirm that the principles of good governance in terms of effectiveness, coordination, and responsiveness have not been implemented well, so a public administration model is needed that is able to encourage cross-OPD integration systematically and sustainably so that development programs truly have an impact on improving the people's economy and food security.

The finding of weak coordination between regional government agencies (OPD) in Enrekang Regency aligns with Rhodes' in (van Dokkum et al., 2023) argument, which emphasizes that horizontal coordination is the core of modern governance, as without a solid cross-sector mechanism, public policy tends to be partial and ineffective. This is further reinforced by (Febriana & Rangkuti, 2023) research, which demonstrates that weak coordination between regional government agencies often leads to budget inefficiency and low development outcomes. In the case of Enrekang, the absence of a coordination forum continues to lead to program duplication, overlapping activities, and a lack of equitable distribution of benefits to the community. Meanwhile, (Widjaja & Dhanudibroto, 2025) emphasized that cross-sector collaboration not only prevents resource waste but also creates added value through synergy between programs. In other words, the weak coordination in Enrekang demonstrates that the principles of effectiveness and responsiveness in good governance have not been properly internalized, resulting in existing programs being unable to address the real needs of farming communities and UMKMs. Operationally, the literature supports the conclusion that without a permanent cross-OPD coordination forum, public policy will continue to be partial, budgets risk inefficiency, and the achievement of people's economic development and food security will be difficult to achieve optimally.

Research results show that the level of community participation in the development planning process in Enrekang Regency remains low and largely formal. Village and sub-district development planning meetings (Musrenbang) are generally attended by only a limited number of representatives, such as village officials and certain community leaders, while the majority of residents, particularly farmers and UMKMs, rarely attend or actively participate. The survey showed that only 35% of respondents felt their aspirations had been followed up by the government, while the remainder felt their proposals were not included in official planning documents. Interviews with farmer group leaders confirmed that many community proposals simply stopped at the Musrenbang forum without being accommodated in the local government's work plan. This situation is influenced by the lack of feedback mechanisms from the government, leaving the community unaware of the

extent to which their aspirations are being processed, low public literacy regarding the importance of involvement in planning, and limited access to information about the Musrenbang agenda and program proposal procedures. As a result, the resulting development policies often do not fully reflect the real needs of communities on the ground, particularly farmer groups and UMKMs, which are key actors in strengthening the people's economy and food security. Therefore, the goals of participatory development, as articulated in the principles of good governance, have not been achieved.

Research findings regarding low public participation in the musrenbang (development planning and development planning) in Enrekang Regency align with Arnstein's in (Marlina, 2022) concept of the ladder of citizen participation, which emphasizes the importance of substantial citizen involvement, not simply attending without influencing decision-making. In the case of Enrekang, citizen attendance at the musrenbang forum was largely a formality, and community proposals were rarely included in planning documents, thus reflecting tokenism or pseudo-participation. (Ehren & Hwa, 2025) explains that real public participation can increase program accountability because the community plays an active role in overseeing the planning process through to implementation. Research by (García-Velasco Garzás & Ruiz-Fuensanta, 2025) also confirms that the quality of regional policies is directly proportional to the intensity of citizen involvement in the planning process. The situation in Enrekang, where only 35% of residents feel their aspirations have been followed up, confirms that the principle of participation in good governance has not been optimally implemented. Therefore, the literature supports the conclusion that community participation must be designed with clear and measurable feedback mechanisms, for example through regular dialogue forums, digital-based public complaint systems, or participatory monitoring applications, so that the community is not only present symbolically but also has real space to influence the direction of development policies.

The study revealed that transparency and accountability in the governance of the people's economy and food security programs in Enrekang Regency remain weak. A survey of 25 respondents showed that only 42% of residents had access to information about government programs, while 58% were completely unaware of where to obtain such information. This indicates that public communication channels have not been effective, whether through official websites, information boards, or social media platforms of regional government agencies (OPD). Reports on program implementation from OPDs are also rarely published openly, making it difficult for the public to exercise control or oversight. In terms of accountability, 67% of respondents assessed that the distribution of agricultural assistance, particularly subsidized seeds and fertilizer, was uneven and tended to be unfair. Interviews with several farmer group leaders reinforced this finding, noting that some groups received repeated assistance, while others were completely untouched. This situation not only creates dissatisfaction but also has the potential to undermine public trust in the local government. Operationally, weak transparency leaves the public with insufficient information to assess the success of programs, while low accountability makes it difficult to hold the government accountable. These two things are indicators that the principles of

good governance in the aspects of transparency and accountability have not been implemented consistently in Enrekang.

The findings regarding weak transparency and accountability in Enrekang Regency align with Bovens' in (Bovens & Wille, 2021) view, which asserts that accountability is a public oversight mechanism to ensure policies are implemented on target and are accountable. A World Bank study in (Luo et al., 2025) also emphasized that transparency is a crucial prerequisite for increasing public trust in government, as open access to information allows citizens to assess the fairness of program implementation. The case of Enrekang, where regional government agency (OPD) reports are rarely published and 67% of respondents assessed the distribution of agricultural aid as unequal, demonstrates that without information transparency, public participation in program oversight is weakened. These findings are consistent with research by (Hariyani et al., 2025), which demonstrated that agricultural data transparency significantly improves the effectiveness and fairness of program distribution. The absence of a digital-based public information system or routine reports accessible to the public hinders social control and undermines the legitimacy of local governments. Therefore, the literature supports the conclusion that increasing transparency, for example through an open data portal, annual performance reports, or a public complaints system, is key to strengthening local government accountability while ensuring the implementation of good governance in the management of community-based economic and food security programs in Enrekang.

The research findings show that the effectiveness of community-based economic and food security programs in Enrekang Regency remains low because they fail to address the core issues faced by the community. Shallot farmers, for example, continue to experience adverse price fluctuations despite interventions in the form of seed and fertilizer assistance, as the primary issue lies in distribution and price stabilization at the market level. UMKMs also face difficulties expanding market access due to limited marketing networks and minimal promotional support. The survey results revealed that 72% of respondents assessed that government training programs did not meet their primary needs, namely marketing strategies and price stabilization, but rather focused on the technical aspects of production, which they already mastered. Interviews with UMKMs reinforced this finding, noting that production equipment assistance was often underutilized due to the lack of managerial and marketing support. This situation suggests that the program design still places greater emphasis on administrative outputs (number of training sessions, amount of assistance) than on outcomes truly felt by the community. Operationally, the low program effectiveness impacts the failure to achieve the primary goal of food security, namely the availability and affordability of local food. It also demonstrates that the principles of good governance, particularly effectiveness and responsiveness, have not been effectively implemented.

The findings regarding the low effectiveness of the people's economy and food security programs in Enrekang Regency align with Farazmand's in (Dellmuth & Tallberg, 2021) view, which asserts that effectiveness is a key indicator of successful public administration, as only with tangible results can the government gain legitimacy from the public. Osborne and Gaebler in (Sony Tambunan, 2024), using the concept of

results-oriented government, also emphasized the importance of government focusing on achieving outcomes directly felt by citizens, rather than simply producing administrative outputs. In the agricultural context, (Jalotjot & Tokuda, 2024) demonstrated that many programs fail because they are designed without reference to the real needs of farmers, resulting in insignificant benefits. The findings in Enrekang corroborate this literature, where training programs emphasize the number of activities, while farmers' primary needs are price stabilization and market access. A similar situation occurred with UMKMs that received equipment assistance but were not accompanied by managerial guidance, resulting in minimal impact. Thus, the results of this study confirm that the program's effectiveness in Enrekang remains low because the policy design emphasizes administrative aspects rather than substantive results. Operationally, the literature supports the urgent need for a good governance-based public administration model that is responsive to core issues, participatory in involving the community, and oriented towards real results to strengthen the people's economy while ensuring sustainable food security.

Aspects of Good Governance	Indicator	Survey Data	Qualitative Findings	Implications
Inter-OPD coordination	Cross-OPD coordination mechanism	68% of officials stated that there was no integration mechanism; 24% considered that coordination was only administrative; 8% considered that there was already substantive coordination.	Programs often overlap, for example, UMKM training is carried out by two OPDs with the same targets, while other farmer groups are not touched.	Inefficient budget; community not served equally; need for permanent cross-OPD coordination forum
Community participation	Citizen involvement in musrenbang	Only 35% of residents felt their aspirations were followed up; the majority felt the proposal stopped at the forum.	Community presence is more of a formality; farmer group proposals are rarely included in planning documents; community literacy is low.	Policies are not aligned with needs; feedback mechanisms, regular dialogue, and citizen planning literacy are needed.
Transparency & Accountability	Access to public information and distribution of aid	42% of residents have received information; 58% do not know how to access it; 67% consider the distribution of	OPD reports are rarely published; some farmer groups receive repeated assistance, while others remain untouched.	Public trust is declining; need for open data portals, annual public reports, and online complaints systems

		agricultural aid to be unfair.		
Program effectiveness	Relevance of the program to needs	72% of respondents assessed that training did not meet their needs; farmers continued to suffer losses due to price fluctuations; UMKMs struggled to expand their markets.	Production equipment assistance is rarely used because there is no mentoring; the program focuses more on output (amount of training/assistance) than outcome.	The program has not yet addressed the core issues; it needs improvements in needs-based design, intensive mentoring, and a real results orientation.

Discussion

This study demonstrates that the implementation of good governance principles in programs related to the people's economy and food security in Enrekang Regency remains limited in several important dimensions, particularly coordination, participation, transparency, accountability, and program responsiveness. The integration of qualitative and quantitative findings indicates that governance weaknesses directly affect the effectiveness of regional development policies and reduce their impact on community welfare.

The findings reveal that coordination among Regional Apparatus Organizations (OPDs) remains fragmented and largely administrative in nature. Programs implemented by the Agriculture Office, Trade Office, Cooperative and UMKM Office, and Bappelitbangda are often conducted separately without sustainable coordination mechanisms. As a result, overlapping activities and unequal program distribution continue to occur. These findings support governance theories emphasizing that effective public administration requires horizontal collaboration and integrated institutional management to improve policy outcomes and reduce inefficiency (van Dokkum et al., 2023). Weak coordination in Enrekang Regency demonstrates that sectoral development programs remain insufficiently synchronized to address complex economic and food security challenges.

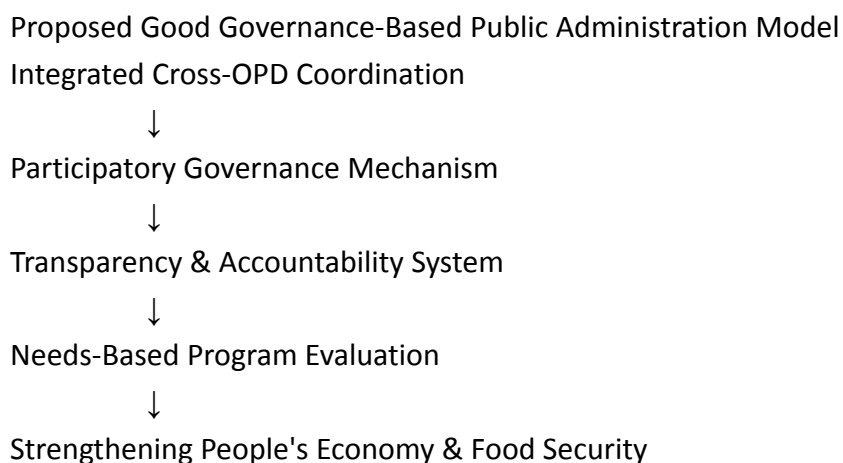
The study also found that community participation in development planning remains procedural rather than substantive. Although Musrenbang forums formally involve citizens, many respondents reported that their aspirations were not accommodated in actual policy implementation. This finding reflects the persistence of symbolic participation, where community involvement is limited to attendance rather than meaningful influence over decision-making processes. Such conditions reduce policy responsiveness because development priorities are not fully aligned with the actual needs of farmers and UMKM actors. Previous studies similarly emphasize that participatory governance contributes significantly to policy legitimacy, accountability, and program sustainability when citizens are actively involved in planning and monitoring processes (Marlina, 2022).

Another important finding concerns weak transparency and accountability mechanisms. Limited access to public information and unequal aid distribution have reduced

public trust in local government institutions. The absence of integrated information systems and accessible public reporting mechanisms constrains community oversight and weakens accountability practices. These findings reinforce previous studies arguing that transparency is a fundamental component of good governance because it strengthens public trust and improves the fairness of policy implementation (Bovens & Wille, 2021). In the context of Enrekang Regency, transparency remains largely administrative and has not yet evolved into an open governance system that supports public participation and social control.

Program effectiveness was also found to be relatively low because many government interventions remain output-oriented rather than outcome-oriented. Agricultural and UMKM programs tend to focus on technical assistance and distribution of production inputs, while communities prioritize market access, price stability, and business sustainability. This mismatch between policy design and local needs reduces the long-term effectiveness of development programs. The findings are consistent with results-oriented governance perspectives, which emphasize that successful public administration should focus on measurable social and economic impacts rather than merely administrative achievements (Sony Tambunan, 2024).

Based on these findings, this study proposes a good governance-based public administration model consisting of four integrated dimensions: (1) integrated cross-OPD coordination, (2) participatory governance mechanisms, (3) transparency and accountability systems, and (4) needs-based program evaluation. These dimensions form an operational governance framework intended to strengthen policy integration, improve public participation, enhance accountability, and ensure that development programs address actual community needs.



The proposed model emphasizes the establishment of permanent coordination forums among OPDs, inclusive public participation through dialogue and feedback mechanisms, open public information systems, and program evaluation focused on measurable welfare outcomes. Through this framework, governance is expected to become more responsive, collaborative, and sustainable in supporting regional economic resilience and food security.

Nevertheless, this study has several limitations. The quantitative phase involved only 25 respondents, which limits the statistical generalizability of the regression analysis. Therefore, the quantitative findings should be interpreted as exploratory support for the qualitative findings rather than definitive causal evidence. Despite this limitation, the mixed methods design strengthened the overall validity of the study through triangulation of interviews, observations, surveys, and policy dialogue. Future studies are recommended to involve larger quantitative samples and comparative regional analysis to further validate and refine the proposed governance model.

4. CONCLUSION

This study concludes that the implementation of good governance principles in programs related to the people's economy and food security in Enrekang Regency remains weak in several key aspects. The findings reveal persistent problems in cross-OPD coordination, limited substantive community participation, inadequate transparency and accountability mechanisms, and development programs that are still oriented toward administrative outputs rather than measurable community outcomes. These governance weaknesses reduce the effectiveness of agricultural and UMKM development programs and limit their contribution to community welfare and sustainable food security.

The main contribution of this study is the development of an operational good governance-based public administration model specifically designed for agrarian regional development. Unlike existing administrative practices that tend to be sectoral and fragmented, the proposed model integrates four interconnected dimensions: integrated cross-OPD coordination, participatory governance mechanisms, transparency and accountability systems, and needs-based program evaluation. This model emphasizes collaboration between institutions, active citizen involvement, accessible public information, and policy evaluation based on actual community needs and welfare outcomes.

The proposed governance model offers practical implications for local governments in strengthening regional development management. Several immediate implementation priorities can be adopted by the Enrekang Regency Government, including the establishment of permanent coordination forums among OPDs, the development of digital public information and complaint systems, the strengthening of participatory planning mechanisms through inclusive Musrenbang forums, and the redesign of development programs based on measurable indicators such as market access, price stability, business sustainability, and food security outcomes. Through these measures, governance practices can become more responsive, transparent, and effective in supporting sustainable economic development.

Despite its contributions, this study has limitations, particularly the relatively small quantitative sample used in the exploratory regression analysis. Therefore, future studies are recommended to involve larger samples and comparative regional approaches to further validate and refine the proposed governance model. Nevertheless, the mixed methods approach applied in this research provides important empirical and practical insights into the development of good governance frameworks for agrarian regions in Indonesia.

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