



Collaborative Leadership Culture and Food Security Policy Implementation: Evidence from Bone Regency

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Abstract

This study aims to identify and analyze the dimensions of collaborative leadership culture in the implementation of food security policy in Bone Regency. The research employed a qualitative approach with a case study design. Data were collected through in-depth interviews, participatory observation, and document review, and were then analyzed thematically using NVivo. The findings show that collaborative leadership culture in Bone Regency is shaped by five main indicators: formal-structural deliberation, multi-sector partnership synergy, operational resilience and adaptability, trust-based social model, and collective-participatory consensus. Formal-structural deliberation is reflected in deliberation forums, tudang sipulung, and cross-actor coordination, which serve as the primary spaces for decision-making. Multi-sector partnership synergy is evident from the involvement of government agencies, extension officers, village authorities, and farmer groups in supporting program implementation. Operational resilience and adaptability are reflected in the ability of local actors to adjust their strategies in response to limited infrastructure, aid distribution issues, and field conditions. The trust-based social model highlights the importance of interpersonal relations, mutual cooperation, and local social capital in sustaining collaboration. Meanwhile, collective-participatory consensus shows that joint decisions are built through participatory deliberation, although they are still largely influenced by central figures and pragmatic orientations. The study concludes that collaborative leadership culture in Bone Regency has been established, but it remains transitional and has not yet been fully institutionalized as a mature and sustainable collaborative system. These findings emphasize the importance of strengthening deliberative mechanisms, distributing adaptive capacity, and institutionalizing trust to support regional food security.

Keywords: Collaborative Leadership, Collaborative Culture, Food Security Policy, Farmer Groups Association (Gapoktan), Bone Regency

Introduction

Food security is one of the fundamental issues in national development because it is directly related to the state's ability to ensure the availability, affordability, and sustainability of food access for all citizens. In public policy practice, food security is not only a matter of agricultural production, but also includes distribution, access, institutions, coordination, and the adaptive capacity of the actors involved. Therefore, the successful implementation of food security policy is strongly influenced by the quality of relationships among actors and their ability to build effective cooperation. At this point, collaborative leadership becomes an important approach for understanding how policy is implemented in a more inclusive, adaptive, and goal-oriented manner.

Globally, food security continues to face serious challenges. Climate instability, rising food prices, land degradation, and unequal distribution of resources continue to affect the ability of countries to meet the food needs of their populations. In many policy studies, food security is no longer viewed as a sectoral issue that can be solved by a single institution, but rather as a cross-sectoral issue that requires the integration of diverse interests and resources.

A leadership approach that relies only on bureaucratic structures is often insufficient to address such complexity. For this reason, a leadership model is needed that can build communication, strengthen trust, and mobilize participation from various stakeholders.

In Indonesia, food security remains a strategic agenda that continues to be strengthened through various regulations and government programs. Law No. 18 of 2012 on Food stipulates that food security includes availability, affordability, utilization, and stability of food, which must be achieved evenly across all regions of Indonesia. However, policy implementation at the local level still faces many obstacles. Problems such as aid distribution, limited production facilities, dependence on government assistance, and suboptimal coordination among actors often cause policies to deviate from their intended outcomes. In this situation, collaborative leadership becomes important because it can bridge bureaucratic interests with the actual needs of farming communities in the field.

Bone Regency is one of the main food production centers in South Sulawesi and holds a strategic position in supporting regional and national food security. Based on data from the Central Statistics Agency, Bone's unhusked rice production for the January–April 2025 period reached 319,272 tons, a significant increase compared to the same period in the previous year, which was only 116,891 tons. Rice production also rose from 67,077 tons in 2024 to 183,210 tons in 2025. In 2023, Bone was recorded as one of the top five rice production centers in Indonesia, with a harvested area of 170,330 hectares and a production volume of around 847,495 tons of unhusked rice, equivalent to 448,750 tons of rice. These figures show that Bone has strong food production capacity and plays an important role in supporting food security at both regional and national levels.

Although these production achievements are relatively high, food security in Bone Regency does not automatically indicate strong sustainability at the farmer-institution level. The Food Security Index of Bone Regency has shown an upward trend, from 81.68 in 2022 to 83.86 in 2023 and 85.66 in 2024. This increase indicates an overall improvement in food security conditions. However, these quantitative achievements have not been fully accompanied by stronger leadership culture at the level of farmer groups and farmer group associations. In practice, many farmer institutions still depend on certain figures, are not fully participatory, and have not been able to build solid synergy among members. This shows that the challenge of food security in Bone Regency lies not only in production, but also in the leadership culture that supports policy implementation.

At the field level, farmer groups and the Farmer Group Association (Gabungan Kelompok Tani or Gapoktan) should serve as the main space for coordination, deliberation, and collaboration among farmers. However, various findings indicate that Gapoktan often functions more as an administrative channel for distributing assistance than as a space for collective decision-making. Communication among group leaders remains limited, coordination tends to be individualistic, and member involvement in decision-making is uneven. As a result, policies that should promote cooperation are often trapped in program-based and short-term patterns. In this context, collaborative leadership culture becomes important to study because it can explain how values, norms, and social practices influence the effectiveness of policy implementation at the local level.

In this study, collaborative leadership culture is understood as a set of values and practices that encourage participation, deliberation, trust, role-sharing, and orientation toward common goals. In local society, values such as mutual cooperation, *tudang sipulung*, openness, and mutual respect play an important role in building cooperative relationships. However, field findings show that these values have not yet been fully institutionalized in farmer organizations. Collaboration often still depends on the initiative of certain figures, has not become a stable organizational culture, and tends to emerge only when there are government programs or assistance. In other words, collaboration has not yet evolved into an independent and sustainable mechanism.

This study positions collaborative leadership culture as the main focus for analyzing food security policy implementation in Bone Regency. Specifically, it identifies and analyzes five main dimensions: formal-structural deliberation, multi-sector partnership synergy, operational resilience and adaptability, trust-based social models, and collective-participatory consensus. These five dimensions are used to explain how collaborative leadership culture is formed, enacted, and maintained in the context of food security policy implementation. Through this approach, the study is expected to provide a more comprehensive picture of the relationship between leadership, collaborative culture, and policy effectiveness at the local level.

Theoretically, this study is important because it enriches the literature on collaborative leadership in public policy implementation, particularly in the food security sector. So far, studies on policy implementation have tended to emphasize structural, regulatory, and administrative aspects, while the cultural dimension of collaboration has received less attention. Yet in local communities with strong traditions of deliberation and mutual cooperation, leadership culture is a crucial foundation for policy success. Therefore, this study is expected to bridge the gap between collaborative leadership theory and the realities of policy implementation at the local level.

Practically, the findings of this study are expected to provide input for local government, agricultural extension officers, and farmer institutions in strengthening more participatory and sustainable collaborative mechanisms. Strengthening collaborative leadership culture is necessary so that food security policy does not stop at aid distribution or administrative activities, but truly becomes a process of collective capacity-building that promotes farmer independence. By building trust, expanding participation, and strengthening deliberative forums, food security policy implementation in Bone Regency can be directed toward a more adaptive, inclusive, and sustainable form.

Materials And Methods

This study employed a qualitative approach with a case study design and an exploratory orientation. A qualitative approach was selected because the study seeks to understand in depth the meaning, process, and dynamics of collaborative leadership culture in the implementation of food security policy in Bone Regency. The exploratory nature of the study was applied because the phenomenon under investigation still requires further investigation to identify the patterns, dimensions, and forms of collaborative practices that emerge at the local level, particularly within farmer institutions and the Farmer Group Association (Gabungan Kelompok Tani or Gapoktan).

The case study design was used because the research focuses on a specific setting, namely Bone Regency, with the aim of obtaining a comprehensive picture of collaborative leadership practices within a particular social and institutional context. The exploratory approach enables the researcher to uncover new field-based findings, including how collaborative values, norms, and practices are formed, enacted, and sustained by the actors involved in food security policy implementation.

The research was conducted in Bone Regency, South Sulawesi, considering that the region is one of the important food production centers in South Sulawesi, while at the same time still facing challenges in developing collaborative leadership culture at the farmer-institution level. Informants were selected through purposive sampling, based on their direct involvement in food security policy implementation. The informants included local government officials, agricultural extension officers, village authorities, Gapoktan leaders, farmer group leaders, group members, and farmers.

Data were collected through in-depth interviews, participatory observation, and document review. In-depth interviews were conducted to explore informants' experiences, perspectives, and interpretations of collaborative leadership practices. Participatory observation was used to directly observe interactions among actors, deliberation

processes, coordination, and collaborative patterns in the field. Document review was carried out on policy documents, program reports, activity archives, and other relevant supporting data.

Data analysis was conducted thematically with the assistance of NVivo software. The analysis process included coding, theme grouping, and inductive conclusion drawing based on patterns emerging from the field data. Through the exploratory approach, this analysis not only examined existing concepts but also allowed new themes relevant to the local context of Bone Regency to emerge.

To ensure data validity, this study applied source triangulation, technique triangulation, and member checking. Triangulation was used by comparing interview, observation, and documentary data to ensure that the findings were consistent and credible. Member checking was conducted by confirming preliminary findings with informants so that the researcher's interpretation aligned with their experiences.

3. Results and Discussion

Word Frequency Analysis (Word Cloud)

As an initial step in identifying the dominant themes in the implementation of food security policy in Bone Regency, the researcher conducted a word frequency analysis. The visual output in the form of a word cloud shows the words that appeared most frequently during the in-depth interviews with the informants. The size of each word in the visualization reflects the level of attention given by the respondents to the issues that were most prominent in the field dynamics of collaboration.



Figure 1 Visualization of dominant issues in food security policy in Bone Regency Based on the visualization, the words “leader,” “aid,” “activities,” and “problems”

appeared as the most dominant terms. The prominence of the word “leader” indicates that the collaborative leadership structure in the study area still heavily depends on the central role of individuals, particularly the group leader or Gapoktan leader, in driving coordination among actors. The dominance of the words “aid” and “activities” shows that collaboration at the farmer level remains oriented toward administrative matters and the distribution of production inputs, meaning that collaborative forums tend to become more active only when government assistance programs are available.

On the other hand, the significant appearance of the word “problems” indicates various technical and non-technical obstacles in policy implementation, ranging from irrigation issues and fertilizer distribution to internal group conflicts. These initial findings suggest that collaborative leadership culture must continue to adapt within the limitations of the formal Gapoktan structure, which has not yet functioned optimally. Therefore, the word cloud analysis serves as a basis for further discussion of actor relationships in the subsequent project map analysis.

Mapping Actor Relationships and Indicators (Project Map)

The analysis of interconnections among elements in the implementation of food security policy in Bone Regency was visualized through a project map to illustrate the network of social interactions within the culture of collaborative leadership. This project map technically connects the informants, classified according to position attributes (color icons), with the main dimensions of collaborative leadership that emerged during the coding process. This visualization demonstrates that the implementation of food security policy is not the work of a single actor, but rather the result of interdependent relationships among bureaucratic actors, extension officers, and farmer institutions.

The visualization of the network of relationships among actors in the implementation of food security policy in Bone Regency is presented in Figure 3.2 below:

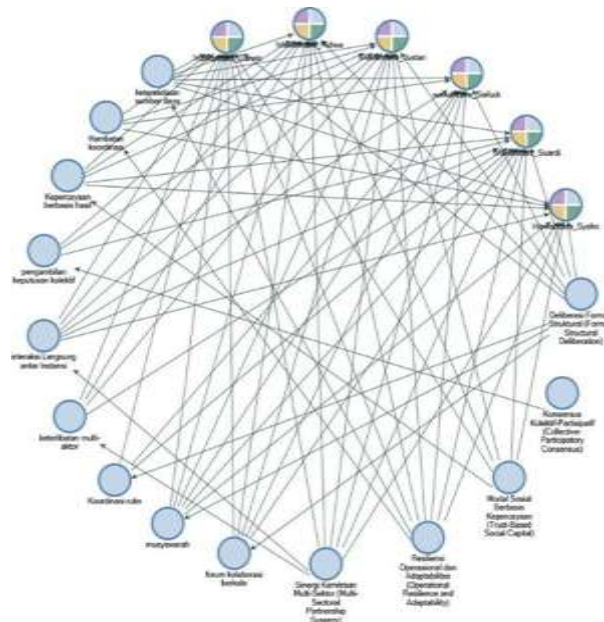


Figure 2 Project map of actor relationships and dimensions of collaboration

The project map visualization above shows a highly complex and integrated network of interactions, confirming that the culture of collaborative leadership in Bone Regency operates in a multidirectional manner. The structure of the network indicates that all key informants, from Darwis and Ridwan to Syahrudin, are strongly connected to the indicator of formal-structural deliberation, particularly through deliberation mechanisms and regular collaborative forums. The density of lines leading to these two indicators confirms that face-to-face meetings and collective discussions are not merely administrative procedures, but the core of decision-making in food security policy in Bone Regency.

A deeper analysis of the project map reveals the crucial role of implementing actors in maintaining operational resilience and adaptability. This can be seen in the intense relational ties between field informants such as Saifuddin and Suardi and the indicators of coordination barriers and resource availability. These connections indicate that collaborative leadership in the study area is highly responsive to technical constraints such as fertilizer distribution and agricultural assistance. These actors serve as bridges that transform bureaucratic instructions into concrete action, while also making independent adjustments when facing limited facilities at the field level.

The sociocultural aspect also appears highly dominant through the indicators of trust-based social capital and multi-sector partnership synergy, both of which are connected to almost all actor groups. This phenomenon reflects that the success of inter-agency coordination and direct interaction between extension officers and farmers in Bone Regency is strongly influenced by the quality of interpersonal relationships and mutual trust. The intersecting lines among informants with different job backgrounds, as shown in the color-coded icon classification, emphasize that within this collaborative culture, formal hierarchical boundaries tend to become flexible in order to achieve collective consensus and policy effectiveness at the local level.

Analysis of Strategic Issue Hierarchy (Tree Map)

A more in-depth analysis of the proportion of issues dominating the collaboration narrative is presented through a hierarchical diagram (tree map) based on the number of coding references. This visualization provides a quantitative understanding of which dimensions attracted the greatest attention from the informants during the policy implementation process. Through the relative size of the boxes in the diagram, the researcher can identify the priority issues within the collaborative leadership culture in Bone Regency in a more objective manner, rather than relying solely on subjective interpretation.

The NVivo output presented in the form of a hierarchical diagram in Figure 3.3 shows the distribution of coding references across all informants. The weight of each strategic issue in this collaborative leadership culture is determined by the proportion of box area, where the dimension discussed most intensively occupies the largest visual space.

The comparison of coding volume across the strategic issues in this study is presented in Figure 3.3 below:

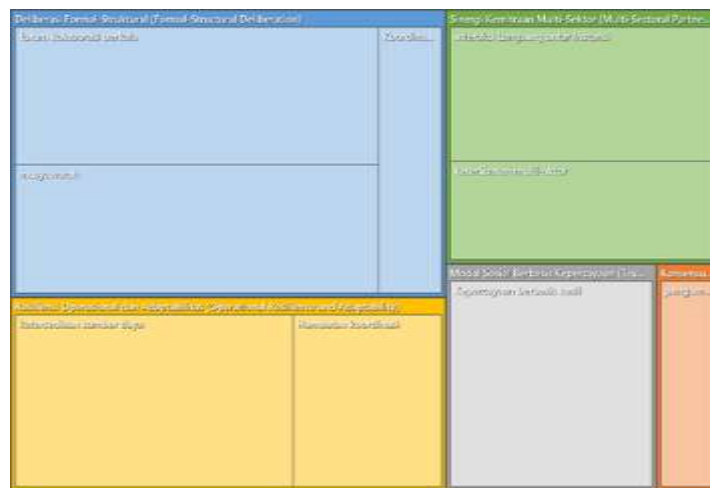


Figure 3 Hierarchical diagram (Tree map)

Based on the figure above, the dimension of formal-structural deliberation occupies the largest proportion, with the main sub-indicators consisting of regular collaborative forums and deliberation processes. The dominance of this category confirms the findings from the word cloud and project map analyses, indicating that collaborative activity in the study area is strongly centered on face-to-face meetings and collective decision-making. This suggests that the collaborative leadership structure developed in the field places high importance on legitimacy through public discussion and collective agreement before any action or aid distribution is carried out.

The second most dominant dimension is multi-sector partnership synergy, which specifically highlights direct interaction among institutions and the involvement of multiple actors. The substantial number of references in this category indicates that the informants strongly recognized the importance of coordinated action among government agencies, extension officers, and farmer groups in minimizing sectoral ego. Meanwhile, operational resilience and adaptability, as well as trust-based social capital, provide complementary insights showing that collaboration in the field still depends heavily on the actors' ability to manage coordination barriers and resource limitations through historically established trust in Bone society. Overall, this hierarchy of data confirms that formal deliberation is the main pillar sustaining the collaborative leadership network in the study location.

Formal-Structural Deliberation in the Implementation of Food Security Policy

Formal-structural deliberation refers to the decision-making process that takes place through official and institutionalized forums such as village meetings, *tudang sipulung*, group discussions, and coordination with agricultural extension officers. In the implementation of food security policy in Bone Regency, these forums serve as the primary arena for discussing planting schedules, water allocation, and the distribution of agricultural assistance. The findings show that decision-making is not entirely unilateral, but still relies on collective agreement developed within farmer organizations. This indicates that deliberation exists formally, yet it has not fully developed into a dynamic and continuous space for dialogue.

Empirical evidence from Toro, Panyula, and Lamong shows that deliberation is routinely used before the planting season and usually involves group leaders, members, extension officers, and irrigation officials. In Toro, farmers, extension officers, and irrigation officials hold discussions to determine the planting date and ensure fair fertilizer distribution. In Panyula and Lamong, *tudang sipulung* is used to discuss planting schedules, weather conditions, aid proposals, and agricultural agendas. These practices demonstrate that formal deliberation functions not only as a communication mechanism, but also as a local cultural instrument for aligning perceptions and preventing conflict at the farmer-group level.

At the same time, the quality of participation remains uneven across locations. In some areas, such as Padatuo and Panyula, deliberation is irregular and depends heavily on community initiative or the presence of active leaders. Communication and coordination also tend to be concentrated around group leaders and agricultural extension officers, showing that the continuity of the forum is strongly dependent on certain central actors. This condition differs from the ideal of collaborative governance, which emphasizes inclusive, informed, and sustained interaction among stakeholders. Instead of becoming a mature space for shared decision-making, deliberation in the study area still tends to function as a mechanism for program coordination.

Overall, the findings suggest that formal-structural deliberation in Bone Regency is still transitional. The formal collaborative structure already exists, but the quality of interaction has not yet fully reflected substantive participation, equal role distribution, and long-term consensus building. This pattern is also shaped by the sociocultural context of Bone Bugis society, where respect for authority continues to influence collective decision-making. Therefore, strengthening collaborative leadership in this context requires not only the existence of deliberative forums, but also a transformation in the quality of interaction so that it becomes more inclusive, sustainable, and less dependent on individual authority.

Multi-sectoral Partnership Synergy

The second dimension that emerged strongly in this analysis is multi-sectoral partnership synergy, a term used to describe the quality of cross-institutional cooperation in Bone Regency. The term "synergy" is employed because the interaction among actors produces a collective effect that is greater than the independent performance of each

institution. The attribute “multi-sectoral” refers to the field reality in which food security is no longer managed exclusively by a single agency, but instead involves partnerships among the bureaucracy, field extension officers, private actors, and farming communities. This dimension appears as one of the main supporting pillars in the tree map, showing that after deliberation takes place, the strength of collaboration depends heavily on how well this partnership is implemented.

Multi-sectoral partnership synergy in the implementation of food security policy in Bone Regency shows that relationships among actors have indeed been established in the form of formal coordination, but they have not yet fully evolved into a stable collaborative culture. In this study, synergy is not merely understood as the existence of cooperation among government agencies, extension officers, farmer group associations, farmer groups, and related stakeholders, but rather as a repetitive, mutually supportive, and institutionalized pattern of interaction in daily practice. The findings indicate that various actors are connected in agricultural program implementation, yet the level of involvement and coordination quality differs across areas. This suggests that multi-sectoral synergy is present, but it has not yet become an evenly embedded part of collaborative leadership culture.

Interviews with the Tanete Riattang Timur Agricultural Extension Center show that coordination with the agricultural office and other stakeholders takes place through formal mechanisms such as regular meetings, extension programs, and cross-sector forums. The informant explained that whenever there is a program, either from the agricultural office or from related fields such as horticulture, production, or BSP, the extension center is also involved in coordination activities. Monthly meetings at the subdistrict level are also held to discuss ongoing programs. These findings indicate that, structurally, the multi-sectoral partnership network already exists and functions as a communication space among institutions. However, culturally, this synergy is still highly dependent on program agendas and has not yet developed into a sustained collaborative habit.

Similar findings were observed in the explanation of the head of the Gapoktan in Toro Village, who stated that before the planting season, farmer groups, extension officers, and irrigation officials hold deliberations to agree on planting schedules and irrigation management. This shows that synergy does not occur only between farmers and extension officers, but also involves technical actors linked to field needs. The participation of these various parties reflects a relatively functional pattern of cross-sector collaboration. At the same time, the project map visualization shows strong connections among the extension center, agricultural extension officers, Gapoktan, farmer groups, village government, and other supporting institutions in the implementation of food security programs. However, these connections are most visible during specific activities, such as planting periods or when problems arise in fertilizer and water access, indicating that the synergy remains situational and driven by practical necessity rather than by a fully institutionalized collaborative routine.

If related to Agranoff and McGuire’s view, inter-organizational collaboration in the public sector should not stop at program coordination, but should develop into collaborative public management that allows actors to share capacity, information, and responsibility more equally. In this study, however, the synergy that emerges is still largely administrative and program-centered. Interactions across sectors become more active when government assistance or bureaucratic agendas are present, while independently initiated collaboration remains limited. This indicates that the multi-sectoral partnership has not yet produced strong institutional integration, because actor relationships are still driven more by coordination needs than by an established culture of collaboration. In several areas, such as Padatuo and Panyula, the quality of synergy is even weaker, as the Gapoktan is not functioning effectively, extension services are rarely felt, and deliberation with agricultural authorities occurs only occasionally. These findings show that multi-sectoral synergy is real but still transitional, moving from formal cooperation toward a more deeply institutionalized collaborative culture.

Operational Resilience and Adaptability

The naming of this indicator is derived from a data abstraction that reflects the extraordinary ability of actors in the study area to sustain program implementation despite various constraints. The term “resilience” is used because the informants consistently emphasized their efforts to keep activities running even when faced with limited infrastructure and operational resources. The attribute “adaptability” refers to the flexibility of actors in adjusting field strategies when initial plans could not be implemented as expected. This dimension occupies an important position in the hierarchical map, not because it dominates the coding volume, but because it functions as a safety net that prevents collaborative processes from collapsing when technical obstacles arise.

The findings show that food security policy implementation in Bone Regency is marked by a range of operational challenges, as reflected in the frequent appearance of terms such as “problems,” “aid,” and “activities.” These issues include aid distribution, weather conditions, limited production inputs, irrigation constraints, and coordination problems among farmer groups. In practice, local actors respond through schedule adjustments, alternative water sources, rotating aid distribution, and informal coordination. In Lamoncong, for example, farmers and village officials continue agricultural activities through extension work, seed-aid proposals, and mangngade’, while also adjusting planting times according to rainfall patterns and pump availability. Similar forms of adaptation were also found in Panyula and Padatuo, where farmers relied on wells, informal deliberation, and local initiative to sustain production. At the institutional level, the Agricultural Extension Center demonstrates adaptability through extension services, training, and demonstration plots. When farmers are hesitant to adopt innovations such as organic fertilizer, extension officers create field demonstrations so that farmers can observe the results before applying them. Programs such as YESS and farmer courses are also used to align farmer knowledge with field needs. These practices show that extension officers are not merely delivering instructions, but adapting their approach to the behavioral characteristics of farmers, who tend to require tangible evidence before accepting change. However, the overall pattern of adaptation remains reactive and situational rather than preventive and institutionally embedded.

Overall, operational resilience and adaptability in this study can be understood as the capacity of agricultural actors in Bone Regency to keep extension programs, planting deliberations, seed and fertilizer distribution, and equipment management running amid various limitations. Yet this resilience is still primarily operational rather than institutional. Responses to problems are mostly triggered after obstacles emerge, and decision-making capacity is still concentrated in certain actors. As a result, the collaborative system can survive immediate pressures, but it has not yet developed into a fully sustainable adaptive capacity that is collectively owned and structurally embedded.

Trust-Based Social Capital

This indicator refers to the most important non-physical asset within the collaborative ecosystem in Bone Regency. The term “social capital” is used because the cooperation among actors is not merely transactional, but rather a long-term relational investment that serves as a key driving force. The addition of the attribute “trust-based” is essential because the interview data show that trust is the main reason why actors remain willing to share roles and risks, even without substantial financial incentives. In this sense, trust-based social capital provides the conceptual foundation for the collaborative process and helps sustain both deliberation and field-level synergy.

The findings show that trust-based social capital in food security policy implementation is built through communication, deliberation, and cooperation involving village governments, farmer group leaders, Gapoktan leaders, agricultural extension officers, and group members. Trust becomes crucial because coordination is difficult to sustain without it. In Lamoncong and Panyula, relationships among actors were relatively strong because agricultural decisions were made collectively through deliberation and then communicated clearly to members. These practices suggest that social trust is not only produced by personal closeness, but also by joint involvement in decision-making processes.

At the village level, trust is visible in the regular meetings among village officials, extension officers, and farmer groups to discuss planting time, technical guidance, and aid distribution. In Lamoncong, *mangngade'* is still practiced as a pre-planting deliberation space for aligning understandings among farmers. In Panyula, decisions are also made through deliberation, aid is distributed based on recipient lists, and members are given space to express their views to group leaders. These practices indicate that trust grows when leadership is transparent, fair, and communicative, and when members feel included rather than treated unilaterally.

The tree map shows that the category of “trust based on results” has a relatively strong presence compared with other categories within this dimension. This suggests that relationships among actors are built more through shared program outcomes and successful cooperation than through formal institutional mechanisms alone. The project map further shows strong links between trust, routine coordination, deliberation, and multi-actor involvement. However, the findings also indicate that trust remains largely personalistic, with relational centrality concentrated around group leaders and extension officers. This means that the continuity of collaboration still depends heavily on individual legitimacy and local social authority.

Collective-Participatory Consensus

This indicator represents the final outcome of the entire interaction process within the food security ecosystem in Bone Regency. The term “consensus” is used not merely in an administrative sense, but as a shared process of reaching agreement in relation to policy risks and implementation choices. The attribute “collective-participatory” emphasizes that decisions are produced through active involvement, where each actor feels ownership and contributes to the final outcome. Theoretically, this is consistent with the view that individual perceptions and perspectives shape what a group intends and does.

The formation of consensus in the implementation of food security policy in Bone Regency can be traced through the combined findings of the word cloud, network map, and hierarchy chart. In the word cloud, the emergence of terms such as “activities,” “groups,” and “leaders” indicates that decision-making largely takes place within organized group activities. This suggests that consensus is built through collective mechanisms involving multiple actors within a shared interaction space. Normatively, this reflects an open participatory arena in which decisions are discussed and negotiated together.

However, a deeper reading of the network map reveals that interaction within these forums is not entirely horizontal. Although actors are interconnected, the intensity of communication tends to converge on certain nodes, particularly those occupied by leadership figures. This pattern shows that while the forum is collective in form, the consensus-building process still moves within the orbit of key actors' influence. As a result, the consensus produced does not fully emerge from an equal exchange of ideas, but rather from adjustments to directions that have already been shaped by central figures.

Field evidence from several locations supports this pattern. In Bontocani, for example, informants explained that before the planting season, deliberation is usually conducted to determine planting time in line with rainfall conditions and the availability of pumping equipment. This shows that collective consensus functions not only as a formal mechanism, but also as a practical way for farming communities to adapt to field realities. Similarly, in Panyula, informants stated that when planning activities or distributing assistance, decisions are made through deliberation, and any proposals from members are usually conveyed by the group leader to the Gapoktan head or directly to the extension officer. These practices suggest that participatory consensus exists, but it is still strongly shaped by leadership mediation.

At the same time, participatory consensus in other areas remains limited in intensity and consistency. In Tonra, for instance, pre-planting deliberation or *tudang sipulung* is not conducted regularly because the Gapoktan is not clearly organized and agricultural extension services rarely reach the villages. In such cases, consensus is more often formed informally or through spontaneous adjustment among farmers rather than through a structured

participatory forum. The hierarchy chart also reinforces this pattern by showing that coding is more dominant in categories related to activity implementation and coordination than in deep participation. Overall, these findings indicate that consensus in the study area stands at a point between collectivity and control: actors are involved, but influence remains uneven, and the resulting agreement reflects social stability more than truly critical deliberation.

4. Conclusion

This study shows that the implementation of food security policy in Bone Regency is shaped not only by formal bureaucratic capacity, but also by the dynamics of collaborative leadership culture among local actors. Although collaboration among the government, agricultural extension officers, Gapoktan, and farmer groups has supported policy implementation, the quality of this collaboration remains largely administrative, program-centered, and influenced by the dominance of certain actors in deliberation and collective decision-making. Formal-structural deliberation provides a space for discussion, but participation is still limited; multi-sector partnership synergy has formed through inter-institutional coordination, yet it remains more coordinative than deeply collaborative; operational resilience and adaptability enable actors to sustain programs through practical adjustments, but this capacity is still reactive and dependent on external support; trust-based social capital functions as an important foundation for maintaining stability among actors, although it remains largely personalistic and not fully institutionalized; and collective-participatory consensus is realized through meetings and group coordination, but influence in decision-making is still uneven, resulting in a semi-participatory pattern. Overall, the findings indicate that collaborative leadership culture in Bone Regency will only develop optimally if supported by stronger inter-actor relations, more balanced participation, greater institutional adaptability, and a shift from bureaucratic coordination toward more substantive, inclusive, and sustainable collaboration.

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