

Participatory governance capacity building: the missing link of poverty eradication in food diversification policies in Indonesia

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Abstract: Women's empowerment is a movement to improve the quality of women's lives in the economic, educational, social, communication and information fields in order to be free from the cycle of poverty and underdevelopment. This study explores the capacity of participatory governance in Indonesia with a focus on CBOs in participatory action. The object of this qualitative research is the second-class community who interacts with government programs, formulating and implementing food diversification policies. The results reveal three roles of participatory governance for poverty reduction: information-based policies at the grassroots level, ensuring all actors are committed to avoiding participatory non-governmental arrangements, and making policy implementation more effective and efficient. The implications of participatory governance for developing countries are positive synergies for designing and implementing poverty alleviation strategies.

Keywords: capacity building; governance participatory network; public policy; policy implementation; community-based organisation; food diversification; Indonesia.

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1 Introduction

New governance emphasises the importance of citizen participation in the process of public policy formulation and implementation (Bryson et al., 2014; Denhardt and Denhardt, 2000; Peters and Pierre, 2000). Critiques of the hierarchical system indicate inefficient public policy processes and a lack of accountability to the general public (Peters and Pierre, 2000). Public officials need to change values that are commanding and controlling in nature to values of direction and coordination in the provision of public goods and public service delivery (Cohen, 2018; Bourgon, 2017). New governance emphasises decision making and cooperation among stakeholders, including market players, citizens, and government (Peters and Pierre, 2000).

Citizens demand that the government be more responsible for the provision and production of public goods and services. One solution to address this issue is to enhance the participation of various stakeholders in the public policy-making process. Participatory governance refers to how to regulate with the inclusion and participation of non-state actors or organisations in the policy-making process (Rhodes, 2012; De Vries et al., 2016). Participatory governance involves external stakeholders or non-state actors, such as citizens, businesses, non-governmental organisations, and civic groups, in the political process.

Participatory governance believes that communities can make valuable contributions to governance. This is also demonstrated in public policy studies that increasingly recognise the value of communities and the ability of communities to create social and

economic change for people around them. Community has local energy and public creativity in providing services, identifying needs and opportunities, and encouraging a new paradigm of participatory and local-based development. This paradigm shift needs to be a concern for policymakers (Lépy et al., 2019).

Participatory governance is a concept that focuses on involving the poor or the marginalised in the governance process in the implementation of public services and policies (Vashisth and Malhotra, 2020). Participatory Governance is the interaction of marginalised people in the local sector and local government (Kasmad et al., 2019) who are involved in the process of policy making and implementation. This approach leads to collaboration between communities and local government and various scientific literature shows that local community participation is crucial to the success of infrastructure policy implementation (Bright et al., 2019; Abegunde, 2017). Further, the involvement of local communities in state administration can reduce conflict and increase trust in local government (Firdausia and Lestari, 2020).

Participatory governance is a very popular reform strategy to strengthen vertical accountability and is an integral part of the good governance agenda. In addition, the final agenda for participatory governance reform is empowerment (Junc et al., 2019) (Wongadisai et al., 2020). This is supported by research conducted by the World Bank, which views that the potential that exists in participatory governance is improving human capacity and empowering the poor (De Mesquita et al., 2018). The urgency of developing organisational capacity is stated by Goggin et al. (1990), that organisational capacity has a major contribution to the successful implementation of policies or programs. Furthermore, a study by Kasmad et al. (2018) has shown the urgency because the capacity of local government, especially at street-level bureaucracy, is inadequate so that government programs achieved an accomplishment ineffectively.

Empowerment policy and food policy in Indonesia are complex issues and involve many concerned actors. Policies that are implemented tend to fail due to the single role of the government in policy formulation and implementation. In terms of food issues, Indonesia focuses on one approach only, namely, achieving self-sufficiency. Clearing new land for large-scale agriculture and importing rice are thought to help achieve self-sufficiency. Meanwhile, the fact is that working as a farmer is the last alternative job for the working age population in Indonesia. Farmer is considered a symbol of ignorance and poverty. Rural men who move to urban areas tend to work as manual labours, while rural women who work in urban areas are more likely to work as domestic helpers. Those who work in the agricultural sector are vulnerable to poverty (<https://www.bps.go.id>). Considering that the number of women involved in the agricultural sector is quite large, a women's empowerment program called *Kelompok Wanita Tani (KWT)*, or the Women's Farming Group, was established.

This phenomenon indicates that participatory governance is urgent to be implemented in developing countries. The involvement of communities in developing countries so far has been only in the mobilisation of marginalised communities to be involved in development programs. This ineffectiveness makes it necessary to create an effective and efficient capacity building model. The model is the Capacity Building for Participatory Governance, which combines the organisational capacity theory proposed by Goggin et al. (1990) and the concept of participatory governance. This model can increase the success rate of public policy implementation and the effectiveness and efficiency of resources in a synergistic manner between the government and citizens. This concept is also able to increase the participation of the marginalised and there will no longer be the

mobilisation of them in the process of policy formulation and implementation. Meanwhile, in public policy studies, the concept of participatory capacity building can improve public policy performance because it can eliminate wicked problems and meet public needs thoroughly.

Then, the relevant previous studies showed this study position among other studies. There are several studies that are relevant to this study:

- 1 A study by Abdelhamid et al. (2018) titled “A practical framework for electronic citizens participation using a multidimensional analysis approach”. The result showed that citizens’ participation was considered as one of the core elements of governments transparency with regard to their citizens (Boudjelida and Mellouli, 2018).
- 2 A study by Zaccaria (2018) titled “Private responsibilities in the protection of the environment: how to involve SMEs in participatory regulations?”. This study analyses European environmental participation in the industry sector and assesses the incentives and challenges for SMEs. Taking the EMAS Regulation as an example, the analysis aims to show that small companies need more specific regulatory attention and that their participation in the market shall be guided by direct and targeted action of public authorities (Zaccaria, 2018).
- 3 A study by Aravamudhan and Krishnaveni. 2019 titled “Development and validation of training and development capacity building scale”. The literature revealed that the focus of the research has been hitherto confined to the individual phases of training cycle. A comprehensive instrument encompassing all phases of Training cycle has been an untested terrain. This gap provided the spur to develop training and development capacity building scale (Aravamudhan and Krishnaveni, 2019).

Meanwhile, the main emphasis of this study is on marginalised community, which is KWT that is also the core of the food diversification policy. Participatory governance recognises that community involvement can make a valuable contribution to the government. The main purpose of this study is to develop the capacity of KWT to be involved in the implementation of food policy in Indonesia.

2 Theoretical review

2.1 Participatory governance to increase capacity building

Study of capacity building is a study conducted by donor agencies that pay great attention to the failure of developing countries in implementing their development policies and programs (Grindle, 1997). The study is urgent until now because the problem is still ongoing today, including in Indonesia. The results of research conducted by Grindle (1997) indicated the need for capacity building in development policies in developing countries. Capacity is determined by the ability to anticipate and influence change, make smart decisions and smartly formulate policy, develop programs to implement policy, absorb resources, manage resources, and evaluate the impact of current policies for guidance in determining future measures (Fischer, 2016)

The development of organisational and institutional capacity to a greater extent is an urgent and important priority in many developing countries. Similarly, Challies et al.

(2016) and Buuren et al. (2020) emphasised that community capacity building is an interaction in society that is a capital for improving organisational capacity and resources and a social interaction capital that exists in a certain community, which can be used to solve collective problems and improve or maintain the welfare of the local community. Community capacity can be developed through informal social participatory processes or organised initiatives. Thus, a community that already has the capacity will be able to develop because they have the resources, relationship, leadership, and support. Capacity is built through individuals, organisational relationships, and governance.

A governance system with capacity is characterised by collective community actions in which there are various actors who represent various interests and have roles to be empowered in making policies and influencing decisions. For actors to work effectively, governance provides them with information, tools, resources, and communication mechanisms to facilitate participation. Participatory governance emphasises the common interest, depending on the information distribution system, so that actors can act independently without having to wait for permission from the superiors. With this system, a community can continue to develop and respond quickly to changes in surrounding conditions (Wang and Zou, 2019).

Participatory capacity building is a practical toolbox for internal or external facilitators of capacity building of NGOs (Lépy et al., 2018). The tool can be used to assess an organisation's capacity and plan for strategic and innovative directions for organisational improvement. Capacity is defined as the ability of individuals and organisations to perform functions effectively, efficiently, and sustainably. The participation of local communities in running government is considered as a form of human and social capital development in realising a strong local democracy (Taylor and Ochocka, 2017).

Governance to be effective in capacity building for the poor must involve actors outside the government, such as community, private sector, and non-governmental organisations, and possibly change the incentives that drive the behaviour of various major actors. The involvement of actors outside the government is not only for community capacity building, but also for formulating and implementing government policy programs by implementing participatory governance (Wongadisai et al., 2020). Capacity building should be considered an organisation-wide process, involving many dimensions of the organisation and its environment. Human Resource Development is very important in this process, but is not limited to the development of skills and knowledge (for example, through training) (Aravamudhan and Krishnaveni, 2019).

The objective of participatory capacity building governance is to show a participatory approach to governance approach (Junc et al., 2019). It suggests that participatory governance is an important causality in capacity building for local communities, aimed at designing programs for poverty reduction. The complexity of the capacity building issue is reflected in the strategic approach of poverty reduction used by the World Bank, which has ignored social power and local community power. In fact, local community is the actor needed in this process. Participatory governance notices this weakness and seeks to improve it by utilising social power (Boudjelida and Mellouli, 2018).

Capacity building for participatory governance (CBPG) is urgent to be responsible and efficient in implementing government programs that involve citizens for the purpose of sustainable social and economic development (Junc et al., 2019). Capacity building for participatory governance realises accountability, rule of law and fundamental freedoms, and equal distribution of power in overcoming or reducing poverty (Spirakis et al., 2010).

In addition, CBPG aims at introducing information transparency, which is not only a technical issue, but also a socio-political dimension, and introducing a transparent process that involves all stakeholders (government, bureaucrats, non-governmental organisations, private parties, and intended beneficiaries) (Sharma, 2004). The different types of information that various stakeholders hold and supply in a participatory process increase their chances of being involved in a real way and committing themselves to the results of a collective decision-making process (Oliveira, 2020). Capacity building for participatory governance can improve the capabilities of all actors involved, both in policy formulation and policy implementation in poverty alleviation programs and empowerment programs for local communities or marginalised groups in state administration.

Capacity building for participatory governance combines local knowledge, builds relationships based on mutual trust, forms a mechanism for feedback, and is characterised by adaptability, lower funding for capacity building programs, and avoiding wasted program budgets (Bright et al., 2019).

2.2 Community-based organisation for governance participatory

Community-based organisations (CBOs) refer to private non-profit organisations, which exist as groups within a particular community with a sense of sharing, owning, and using shared resources to achieve specific goals, such as agricultural development, health care, and environmental improvement or management (Rulinawaty et al., 2019). These organisations have become very effective in development activities. They are generally referred to as formal voluntary social groups in society, which vary in size, purpose, and level of interaction among members (Poole, 2003). Formal voluntary associations have certain characteristics that make them effective in the activities they do, including: an established office; regular meetings at a mutually agreed upon date and place; criteria for membership; formal activities; and constitution that governs their operations (Abegunde, 2017).

The role of CBOs, in terms of performance, has been recognised at all stages of development, for example, as media or agents of change, especially in the dissemination of agricultural information, mutual cooperation, sympathetic support and financial assistance to members in many cases, collaborative activities, stimulus to member patriotism, conflict resolution, social discipline and control, increased food production, and general agricultural development. The formation of CBOs and their role in all contemporary development activities in society. This is the result of government planning and commitment to regions with low and inadequate resource allocations. This sector describes CBOs as grassroots or community organisations that differ in nature and objectives from other non-governmental organisations (NGOs) (César et al., 2017). CBOs are usually 'membership' organisations consisting of a group of individuals who have joined together to advance their own interests (for example: women's group, credit circle, youth club, farmer cooperative and association) (Andhini, 2017).

CBOs in Indonesia facilitate access to services and ideas available for development for community members. CBOs provide a structure through which communities can influence the direction and implementation of development program activities. CBOs are generally considered important in community development and as such, women's farming groups (WFGs) are what CBOs have identified as implementor of food diversification policies in Indonesia.

3 Research method

3.1 Research design and strategy

In this study, a qualitative research design was used. The use of this design aims to reveal and explain the role of participatory government in increasing the success rate of public policy implementation and increasing the effectiveness and efficiency of the use of resources in a synergistic manner between the government and citizens. This design will involve marginalised people, who have been second class citizens in various government programs, especially in the formulation and implementation of food diversification policy that improve policy performance for local governments. Meanwhile, the research strategy was case study.

3.2 Informant

Interviews were conducted in three regencies in South Sulawesi Province, namely, Bone Regency, Luwu Regency, and North Luwu Regency. These locations were selected based on the consideration that the three regencies are producing areas for large quantities of palawija or secondary crops and other varied commodities in South Sulawesi Province.

To understand the policy implementation, we would require lot of information from the informants. The informants are:

- a Local government, which is those involved in the food diversification program, consisting of the regent and vice-regent, regional secretary, head of the Organisational Bureau.
- b Plantation agency, which consists of the heads of the Department of Agriculture in the three regencies.
- c Government facilitator team, which is those appointed by the head of the service as a coordinating team for food procurement and a team for monitoring and evaluating food procurement, each team consisting of two teams of five in each district. The total number of teams interviewed was 15 teams in three regencies.
- d Village heads, which numbered 15 people and were interviewed representing each district in the three regencies.
- e Businessmen, who are those involved in food diversification programs such as cooperative and village-owned enterprises, food consultants, and food facilitators.
- f Women farmers and women's farming groups. A total of 30 WFGs were interviewed representing the three regencies. One WFG consists of 15–20 women farmers, as one of the mandatory requirements for the establishment of a WFG that is recognised by the government to be recorded in the local government database.

3.3 Data collection techniques

Data collection techniques cover observation, interview, and documentation. Observation focused on the tangible objects, such as food diversification and women farmer and their economic activities. Then, in-depth interviews were done with all informants mentioned

above. Furthermore, various documents, such as regulations, laws, and institutional activities reports related to the implementation of the policy, were collected.

3.4 Techniques of data processing and analysis

The analysis techniques involved pairing patterns and time series techniques. In the study, these techniques were used together to complete with one another (Lu and Ramamurthy, 2011).

4 Results and discussion

4.1 Policy on empowerment of women farmers and food diversification

Empowering women is often referred to as improving the quality of women's personal life, which is an effort to empower women's lives in various fields, including economy, education, society, communication, information, and so on, so that they are free from the shackles of poverty and underdevelopment.

Meanwhile, food diversification is a program that encourages people to diversify the staple foods they consume so that they do not rely on just one type of staple food. In Indonesia, food diversification is intended to diversify the consumption of Indonesians so they do not rely on rice. Indonesia has a variety of agricultural products that can actually be consumed as staple foods, such as breadfruit, sweet potatoes, and taro, which can be a major supporting factor for food diversification. Food diversification that is being proclaimed by the Indonesian government is one of the ways towards rice self-sufficiency by minimising consumption of rice so that total rice consumption does not exceed production (Rulinawaty et al., 2020a). Food security is a very important and strategic issue, considering that food is a basic need. Therefore, the government continues to improve food security at various regional levels. The basic problems in the agricultural sector include food insecurity and food diversification policies that have not been implemented properly.

The system of populist economy is a form of economic democracy that is currently being embraced by Indonesia to realise social justice for all Indonesian people. The main source of food, which is currently the economic potential, is rice. Rice as a staple source of carbohydrates currently still dominates the food consumption of the Indonesian people, while Indonesia actually has a lot of diverse potential food resources in each region. The sub-optimal utilisation of potential local food resources provides an opportunity for the development of food consumption through diversification based on food availability and knowledge and purchasing power of the people.

4.2 Capacity building for participatory governance

The study of capacity building is a study conducted by donor agencies that pay great attention to the failure of developing countries in implementing their development policies and programs (Grindle, 1997). This study is urgent until now because the problem is still ongoing today, including in Indonesia. The results of research conducted by Grindle (1997) showed the need for capacity building in development policies in developing countries (Aravamudhan and Krishnaveni, 2019). Participatory capacity

building is a theoretical model derived from the participatory governance model and the theory of capacity building development proposed by Grindle (1997). The participatory governance model aims to formulate, organise, or implement public policies and services by focusing on partnerships and collaboration between the public sector and civil society based on accountability and transparency (Lépy et al., 2019).

Table 1 Structure and mechanism for participatory

<i>Category</i>	<i>Rule and responsibilities participatory</i>
Local government	<ul style="list-style-type: none"> • .More emphasis on detaching adaptive, focuses on the management and administration of agricultural extension, including a focus on policy formulation and implementation. • Use of highly qualified, competent and experienced personnel to organise a good internal training program, having a certificate is highly prioritised. • Something give providing high level technical advice
Businessmen and donor supported rural development programme	<ul style="list-style-type: none"> • Consult and attract donors to sponsor some outreach programs / activities. • The establishment of relationships between farmers and other private institutions that can subsidise agricultural inputs. • Responsible for the procurement and distribution of agricultural inputs, commercial crops and veterinary extension activities. • More focus on rice plants
Women farmer groups	<ul style="list-style-type: none"> • Mobilise the community support for the adoption of agricultural technologies. • There should be awareness by the farmers on new technology develop through CBOs. • Provision of information relating to farm level constraints, farmers needs and problems.
Government facilitators team (local government, private and public)	<ul style="list-style-type: none"> • Finalise the memorandum of understanding (MoU) – monitoring and evaluating their activities. • Brings together resources and expertise from the involved actors

The capacity development model aims to improve organisational performance, while participatory governance focuses on the synergy of the state and civil society in CBOs. The level of participation determines the modalities of governance that show different relationships between different sectors. Participatory governance does not only involve the state, but also civil society. The participatory governance mechanism is an institutional setting that aims to facilitate the participation of ordinary citizens in the public policy process. This is believed not only to improve the results of development activities, but also to contribute to good governance, which is the foundation of the democratic process (Fung, 2015). Empowerment and food diversification policies need to involve civil society in the process of policy formulation and implementation so that it is right to use participatory capacity building theory to explain this phenomenon. In this case, the government needs to increase its capacity to be sufficient to formulate and implement food diversification policies that involve civil society.

This theory explains participatory organisational mystique, participatory management, and expectation of participatory work with collaboration between

government and civil society as well as participatory staffing autonomy that supports organisational mystique, management, and performance expectations. The components of this theory include:

4.2.1 Participatory organisational mystique

Organisational mystique referred to here, according to Grindle (1997), is the mission of the organisation. Participatory organisational mystique is an organisational mission statement that has been systematically formulated and defined by the government and civil society. The mission that is mutually agreed upon is the commitment of the government and civil society to achieve this mission and at the same time, is their readiness to support and implement all programs to achieve organisational goals. Implementation of various empowerment and food diversification programs requires synergy between the government and civil society. Therefore, the mission as an organisational direction needs to be mutually agreed.

4.2.2 Participatory management

In an organisation, the mission or mystique is achieved by management. Participatory management is management based on mutual agreement in utilising resources collectively. This kind of management encourages the participation of members in discussing problems to come up with joint decisions. Managers have a relatively open and non-hierarchical style in interacting with organisation members so that it creates mutual agreements in solving problems.

4.2.3 Participatory performance expectation

Performance expectation is an important factor in an organisation. Participatory performance expectation includes setting performance standards or performance indicators and their measurements. This needs to be done jointly with the government and society because this is an operational standard for an organisation to achieve its goals. All members of the organisation need to understand this because the measure of success or failure of an organisation is very dependent on the performance standards that have been set.

4.2.4 Participatory staffing autonomy

One of the important components in the development of organisational capacity is participatory staffing autonomy. Participatory staffing autonomy brings together civil society and government in a joint group. It is the ability of an organisation to determine its own employees or members, develop employees, promote positions, and lay off employees. This is important because the organisation will allow the effective use of existing employees in the organisation.

To develop the concept and model of Capacity Building for Participatory Governance, SWOT analysis was conducted on three agents, namely, local government, private sector, and local communities represented by WFGs who are involved in food diversification program.

Table 2 SWOT analysis of participatory governance in food diversification

<i>Category</i>	<i>Strengths</i>	<i>Weaknesses</i>	<i>Opportunities</i>	<i>Threats</i>
Local government	<ul style="list-style-type: none"> • High qualified, competent experienced personnel. • Good in-house training programmes have produced credible staff. 	<ul style="list-style-type: none"> • Limited financial resources: more than 80% of budget goes on salaries; very little left for operational costs. • Bureaucracy and long channels of communication. • Lack of self-discipline: few can work without supervision. • High staff turnover leaves some projects/ programmes unfinished. 	<ul style="list-style-type: none"> • Improved collaboration and efficiency through department mergers. • Potential for improved effectiveness and efficiency through transformations. 	<ul style="list-style-type: none"> • Inadequate budgets are decline in real terms (inflation) • Prevailing economic situation unlikely that government will increase budgetary allocations.
Businessmen and donor supported rural development programme	<ul style="list-style-type: none"> • Abundant financial resources. • Good networking skills. • Use of participatory and bottom-up approaches ensures effective grassroots and community participation. • Greatly improved understanding of community needs. • Use multidisciplinary teams and more holistic approaches 	<ul style="list-style-type: none"> • Programmes that are too short to have much impact. • Programme that are too narrow to have much impact. 	<ul style="list-style-type: none"> • Potential for effective programme implementation • Cooperative businessmen involve everyone. • Donors will fund well-designed programmes with demonstrated impact. 	<ul style="list-style-type: none"> • Unstable sociopolitical environment not conducive to normal operations. • Donor fatigue and investment withdrawal. • Political pressure to extend the programmes or projects beyond the available resources.
Women farmer groups	<ul style="list-style-type: none"> • Grassroots representation. • More aware of farmers' needs. • Specific groups specific, information clients. • Interest provider 	<ul style="list-style-type: none"> • Inadequate budgets • Technical weaknesses. • Work is too localised. 	<ul style="list-style-type: none"> • Better services and more tangible benefits for members would improve the membership base. • Could be self-funding membership base is improved. 	<ul style="list-style-type: none"> • Most are likely to be affected by donor fatigue and investment withdrawal (but not the commercial farmers' union

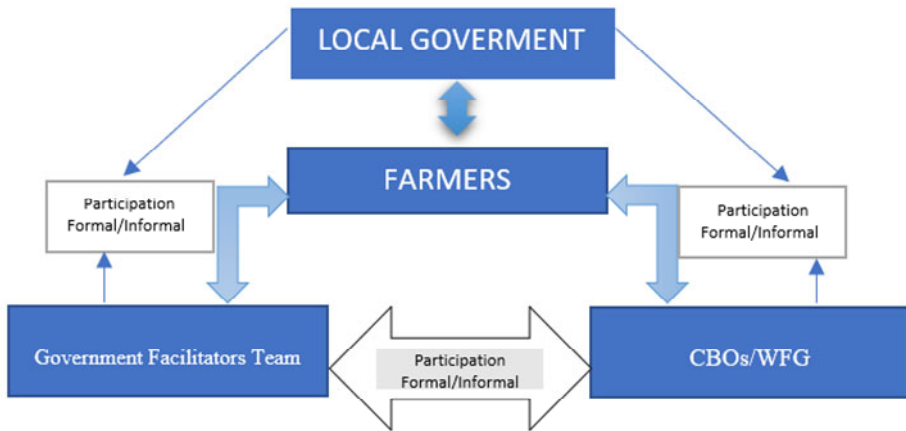
Figure 1 Conceptual framework

4.3 Encouraging public participation in the implementation of public policies

Increased participation of various social actors may not always result in equal representation of public interest or formulation and implementation of policies that represent the demands and needs of the general public (Oliveira, 2020). Participation is sometimes limited to powerful interest groups such as trade and business associations, which have the resources and time to intervene in the policy process. In a society that relies heavily on local government for resources, the pressure from non-state actors in participatory decision-making will be greater and accompanied by political conflict. In Indonesia, the government upholds the values of decentralisation and the participation of various social groups. Since the reform era, the Indonesian government has built close relationship with civilian groups, which is widely supported by public. This relationship led to the active recruitment of national committee members from civic groups (Junc et al., 2019).

The Indonesian government understands that the consequences of the involvement of various actors, interest groups, and organisations may be detrimental to the government's policy goals, make decision-making processes more complex, and increase the political transaction costs of resolving differences and conflicts (Jung, 2018). On the one hand, public officials who support actor participation and inclusive decision-making are less favourable from the perspective of the bureaucracy, but on the other hand, the bureaucracy is required to be capable in government administration (Rulinawaty et al., 2020b). Therefore, a participatory governance mechanism that was initiated by the government is intended to expand the participation of various social actors, which is often dominated by influential interest groups that build work relationships with the government, but politicians and public officials are reluctant to devolve decision-making powers to more-participatory bodies.

Figure 2 Conceptual framework on encouraging community participation (see online version for colours)



In participatory governance schemes, political actors face complexity, participation is considered threatening, and local governments rely more on existing hierarchical decision-making procedures, although it is known that participatory mechanism is often limited in terms of building collaboration in the policy-making process. In implementing public policy, participation and decision making need to be supported by diverse social actors who are in accordance with the existing institutional structure and policy-making procedures (Vashisth and Malhotra, 2020). Thus, it can be concluded that existing policy-making procedures can function as formal or informal constraints on participatory governance schemes.

The model above shows that the span of participation is characterised by a minimal institutional level and provides flexibility to actors, stakeholders, and the street level of the bureaucracy (Rulinawaty and Alwi, 2015). This model considers the flow of participation to empower people to participate in the policy process and the low institutional capacity that is built to actually implement participatory governance. In addition, the coalition built by the local government in the form of CBOs and the Government facilitator team (GFT) will facilitate both formal and informal participations. Failure in public participation is often the result of very formal and dictating communication. GFT applies traditional communication methods to build relationships with farmers in a communication channel that has been established in a local farmer community. CBOs function for many as discussion forums between community members who advocate for the interests of associations and social groups. The ambiguity of farmers who are a means of food diversification policy disappears when CBOs are established (Rulinawaty et al., 2021). However, many politicians and bureaucracies doubt the concept of formal and informal participations.

BOX Capacity building for participatory governance empowers poor farmers in Indonesia

Indonesia is an agricultural country, the population of which is mostly working in the agriculture sector. However, this sector is vulnerable to poverty. To empower farmers, Indonesian government formed farmer groups. The formation of farmer groups is to further enhance and develop the capabilities of farmers and their families as the subject of agricultural development through farmer groups to play a more role in development. In order to be recognized, the farmer groups formed have requirements set by the government. This is to prevent the possibility of farmer groups that are only formed as formal groups to get access to financial assistance from poverty alleviation programs implemented by the government. The procedure for forming farmer groups is also formal, but this is done in order to increase the use of facilities provided to the farming community because the groups are formed according to correct and proper procedures so that financial assistance can be effective and right on target.

Basically, this idea, which is proposed by the government, looks good and is able to empower farmers, but in reality, farmer groups are more focused on getting assistance from the government. This practice is clearly different from the original concept of involving farmers in government programs. Participation and empowerment fail to be realized because there is no sharing of knowledge among groups and there is no channeling of inspiration for farmers. The role of local government is patronizing and still tends to mobilize people for policy programs.

Principally, a group that is formed as a result of government legitimacy can become a separate force to be involved in decision making. Farmer groups, which represent farmers in Indonesia, will be a force that is highly taken into account by the government and external cooperation agencies as the legitimate representatives of the primary sector. Farmer groups need to develop their capacities in order to be able to perform their roles and functions to empower their groups. Farmer groups that were established on solidarity became independent organizations at the village level.

Farmer groups do not limit themselves to intervene in government policies, but develop alternative solutions based on knowledge and resource sharing. Farmer groups can be very autonomous with their skills and knowledge. Their autonomy can be manifested by refusing to cooperate if local governments have low commitment or they are used as a means of mobilization by political parties.

4.4 *The basic features of building capacity for participatory governance for poverty reduction*

4.4.1 *Empowerment of the poor*

The poor need to be empowered so that they do not become a burden to the state. Policy programs focus on the poor to get them out of poverty. To break the cycle of generational poverty, the poor need to be equipped with knowledge and education and participate in a local organisation so that they have rights, suffrage, and financial and material resources. Therefore, the poverty alleviation policy implemented by the government must be able to identify specifically at the community level what is needed and how to get it. No country has superior authority and superior knowledge that can handle or analyse what the poor need. The state needs to involve various actors or institutions. This involvement must be repetitive and not linear (Rulinawaty et al., 2019). The poor are usually not a homogeneous group. They may live far from the capital where the local government is located. They face various social, economic, and even political problems indirectly. Empowerment can be done through participatory governance of various actors. Other actors need to participate and they will find their own way to reduce poverty. This legitimacy will have a positive impact on public, especially the poor in rural areas.

4.4.2 *Shared knowledge, resources, and accountability as empowerment*

Every citizen has the right to participate in government administration and thus, the government needs to give freedom to its people proportionally and based on the rule of law (Nguyen et al., 2015). To participate in development activities, people need empowerment. The poor who are alienated from empowerment will make arbitrary claims against government policies, but these claims will not be able to intervene in government decisions. It can be imagined that the poor will undermine the running of policy programs (Kim, 2009). The government has to understand that there are forces out there among the poor that are better channelled cooperatively by creating spaces named CBOs. By creating CBOs, the poor will have the opportunity to increase their capacity by sharing knowledge and resources so that they can become empowered communities (Kearney et al., 2007).

Empowerment of the poor can be seen as emerging from the interests of the government that is considered to be able to play a role by legalising an organisation rather than perceiving it as a threat to citizens' rights. CBOs are ideal platforms to empower the poor by managing resources, encouraging resources, and combining them with public resources to achieve common goals (Alwi and Kasmad, 2018). The establishment of the WFG frees the poor from the fear that they will be penalised or harmed when they take the initiative to improve their living situation. Freedom of speech and freedom of association can help poor people in certain situations to draw attention to their difficulties to identify causes and find a way out of poverty. The government as a policy actor also needs to be transparent, for example, in public administration activities that facilitate the accountability of civil servants who have sufficient capacity (Samboteng, 2020) so that the poor are not turned into projects to gain profit or commit corruption in poverty policy programs.

Empowerment must also pay attention to the availability and productivity of resources. Therefore, the scope of participation of the poor, such as productive use of resources and issues of broader knowledge and accountability sharing that are vital for building the capacity of organisations, individuals, and institutions, must be considered. Sharing of knowledge is very important to realise participatory governance. The participatory approach ensures that education is not only accessible and affordable for everyone, but is also relevant to improve the conditions of the poor.

5 Conclusions

The pluralistic engagement of WFGs that leverage their strengths as extension service providers plays an important role. The model proposed in this study is the best model, especially when the agricultural extension teams are very minimal in number and have limited funding. When all actors participate in the food diversification policy, the weaknesses of one actor will be complemented by the strengths of the other actors. It will increase the qualifications, competence, and experience of personnel and increase coverage for the poor. The model also provides an opportunity for poverty alleviation programs to be well designed with an impact that will attract external parties/businessmen to finance the project.

For policy makers in developing countries who are designing and implementing poverty alleviation strategies, first of all it is important to understand that participatory

governance is a paradigm shift that offers positive synergy for state development extensively. In other words, it is a way to move towards growth with equity and to solve the dilemma of the trade-off between objectives. However, although one can intellectually change paradigms quickly and painlessly, in practice, it is a learning process that implies a change in the behaviours of all actors. For policymakers, it means a diversion from a top-down technocratic and welfarist approach to one that draws its strength from the involvement of all key stakeholders.

Capacity Building for Participatory Governance is a demanding concept and the protagonist must be ready to face obstacles. The model will be opposed by those who benefit from non-participatory governance. It demands that all actors involved must change their ethical behaviour or comply before engaging in participation. It minimises absolute control of the rigid and red-tape bureaucracy (Rulinawaty et al., 2020a). This model may be politically sensitive, given the unstable political conditions in Indonesia. However, it needs serious and sustained efforts from committed people because this model approach differs from the conventional technocratic approach. This approach has the advantage of increasing social cohesion while increasing the effectiveness, efficiency, and sustainability of poverty alleviation policies.

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