

INTEGRATIVE LOCAL LEADERSHIP: HOW IT CAN INCREASE PERFORMANCE OF FOOD SECURITY POLICY IN INDONESIA

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Abstract

Integrative leadership becomes essential for achieving the performance of a policy because it has many stakeholders in which they have varied interests. The main objective of this study is to explain the role of network leadership in improving the performance of food security policy. Based on the pairing pattern technique, the role of network leadership as connector catalyst, project coordinator, network facilitator, and network guardian has not been effective because it has not succeeded in designing and implementing joint programs other than the central government programs for farmer women group (KWT) development.

Keywords: Integrative leadership, network leadership, public policy, policy performance, food security

Introduction

Public policy is a complex matter because it includes many stakeholders, who often have competing interests and even contradicts each other (Alwi, 2018; 2022). This is one of the factors that cause the performance of a policy not to be achieved effectively. This condition makes leadership essential to move from the idea of the single individual toward shared, distributed, and collective leadership (Ospina & Foldy, 2010).

The increasing dynamics and complexity of public policy require integrative leadership that can treat all network members as equal, freely share information amongst network members, and encourage support from and keeps the network in good standing with external stakeholders (Silvia & McGuire, 2010; Popp et al., 2014). Things like this can reduce the occurrence of high conflicts of interest that can cause a rift in the relationship between them. This kind of relationship among network members cannot be overcome with leadership in a single agency but requires integrative leadership (Maccio & Markovic, 2020). This leadership relies more on interpersonal relationships that allow it to be a power to improve policy performance.

In addition to the above, integrative leadership makes it possible to overcome wicked problems by prioritizing building trust between them and resource sharing. This shows that integrative leadership allows it to be applied in the implementation of food security policies in Indonesia so that rice imports do not occur in a country that claims to be agricultural. This can be

shown that Indonesia's rice imports amounted to 114.45 thousand tons worth US\$ 51.76 million in the period September-December 2021.

This value increased 24.4% compared to the previous quarter of only 92 thousand tons, with a value of US\$ 40.38 million. In accumulation for the January-December 2021 period, Indonesia's rice import volume reached 407.74 thousand tons. The import volume grew by 14.44% over the same period the previous year. Indonesia recorded the largest rice import, which reached 981.99 thousand tons with a value of US\$ 401 million in the first quarter of 2016 (Central Bureau of Statistics, 2022).

Likewise, based on data released by the GFSI (Global Food Security Index), Indonesia's food security in 2021 will be weaker than the previous year, 2020. The GFSI recorded Indonesia's food security index score in 2020, reaching the level of 61.4. However, in 2021 the index fell to 59.2. This makes Indonesia's food security in 2021 ranked 69th out of 113 countries. This assessment is based on the condition of Indonesia's agri-food infrastructure, which is still below the global average. Nutritional standards and diversity of staple foods are also still considered low.

The food problem is a very complex problem (Alwi & Susanti, 2022; Alwi & Susanti, 2021; Thompson et al., 2020; Robert, 2000; Termeer et al., 2015). In addition to being a very vital human need, it is also a political and economic commodity. This condition is very necessary for leaders who put forward togetherness in determining the problem and, at the same time, implementing the policy. Therefore, this study focuses more on the role of integrative leadership in encouraging togetherness in overcoming these complex problems. This kind of leadership is important because this problem includes many actors and crosses the boundaries of authority.

There are many studies have been conducted on food security policy (Alwi and Susanti, G., 2022; Alwi and Susanti, G., 2021; Alwi, Susanti, G., & Rukmana, N.S., 2020; Candel & Daugbjerg, 2019; Sonnino 2017; Termeer et al., 2015; Narayanan, 2015; Maxwell & Slater, 2003; Marsden, 2000) but did not attempt to uncover integrative leadership to improve food policy performance. Therefore, this study describes integrative leadership in implementing food security, including connectors, coordinators, facilitators, and guardians.

Theoretical framework

Integrative Leadership and Policy Complexity

Problem-solving and meeting public needs are complex because it includes many actors and their interests and interactions between actors in the micro and macro network structures. They are not clearly defined, so it is complicated to produce concrete solutions (Alwi, 2022; Robert, N, 2000).

Complexity is an inherent feature of the network because it includes a number of actors who are not only related to one another but also interdependent with one another. Complexity is described as the challenges and uncertainty that arise when managing and controlling networks, making policies, and implementing policies (Kapucu, 2014). The high level of interdependence, the number of functions, and the number of actors involved in the network are things that can increase complexity.

This shows that the implementation of public policy, starting from formulation to implementation, is complex because what is realized in the implementation differs from initial expectations. These differences show that a policy is designed and implemented simultaneously but in different places and shows different results (Goggin et al., 1990). This proves that the implementation is in a complex system. There is an interaction between actors or sub-systems in an extensive network system (Alwi, 2022).

Many actors with different interests need a leader who is able to integrate them to solve public problems and improve policy performance. In this case, integrative leadership is needed that can encourage collective action between actors in the delivery of public services and policies. This is less likely to be achieved by relying on single agency leadership in the government bureaucracy. A shift in leadership perspective from a single individual toward shared, distributed, and collective leadership (Ospina and Foldy, 2010; Cristofoli et al., 2020).

Integrative leadership is in a network context that views network members as equals, shares information across the network shares leadership roles, creates trust, and is aware of the external environment to identify resources and stakeholders (Silvia & McGuire, 2010; Cristofoli et al., 2020). This kind of leadership needs to build effective personal relationships, the ability to manage non-hierarchical decision environments through negotiation and brokering, the ability to connect problems to solutions, and the ability to mobilize resources and effort (William, 2002; Silvia & McGuire, 2010).

Integrative Leadership and Performance of Public Policy

The collaboration perspective has become necessary as a strategy with a varied network structure. Such a network structure requires a leader who can facilitate the collaboration process. The urgency of leadership in the collaboration process has been demonstrated by Ansell & Gash (2008), namely that facilitative leadership will enable the collaboration process to run effectively. However, in collaborative governance, the government's role as the initiator becomes dominant, especially in providing resources, funds, and skills, so other stakeholders seem to be neglected in the process.

Many scholars connect leadership with network or multi-actor contexts, giving rise to various terms, such as network leadership (Holley, 2012; Cristofoli et al., 2020), facilitative leadership (Ansell & Gash, 2008), collaborative leadership (Vangen & Huxham) and integrative leadership (Silvia & McGuire, 2010; Cristofoli et al., 2020). These leadership terms operate in a multi-actor or network context. An unbalanced network structure requires leaders who can manage the interdependence of stakeholders. This kind of leadership will be able to maintain interdependence between them even though the stakeholder's resource ownership varies greatly. Integrative leadership can create an atmosphere or conducive environment that allows all members or partners to maximize their skills to carry out their duties.

Holley (2012) describes "network leadership as something we do and learn together." According to him, four leadership roles need to be played in the network context: connector catalyst, project coordinator, network facilitator, and network guardian (Popp et al., 2014). Connector catalyst is one of the roles that leaders need to play in the context of a network while still building and maintaining relationships with all network members. Project coordinator is a leadership role that assists network members with self-organized projects of interest. A network facilitator is a leadership role that helps in the ongoing development of network structures,

activities, and relationships. The network guardian is the leader's role in implementing systems such as communications, training, and resources to help the network as a whole function effectively.

Research method

Setting

The food security policy in Indonesia is a top-down policy, and the local government only acts as an implementer and implements it in accordance with the blueprint of the policy as determined by the central government. Bone Regency is one of the regions that is a national food barn, but its food security index is low, namely 81.46, and is ranked 100 nationally out of 412 districts in Indonesia (IKP 2021).

However, in 2021, the regional food security index is ranked 78, with a value of 82.79. This is the main reason for making the case in this study.

Research Design and Strategy

The design of this research is qualitative to reveal and explain the role of integrative leadership in the implementation of food security policy. The strategy used in this research is a case study with an explanatory type. This strategy can explain the role of integrative leadership as connector, coordinator, facilitator, and guardian in implementing this policy.

Data Collection Techniques and Informants

Data collection techniques used in this study were in-depth interviews with all informants, including the Head of the Food Security Service and his staff in Bone Regency (5 people); the Head of the Agriculture Service of Bone Regency and his staff (7 people); extension workers for women farmer groups (KWT) (5 people); Health Office (2 people); Public Works Department (1 person); Department of Trade (2 people); Department of Cooperatives and SMEs (2 people); BULOG (1 person); Indonesian Farmer Shop (2 people). A focused group discussion was conducted for women farmer groups (35 people).

Techniques of Data Processing and Analysis

The data processing technique used in this research is data reduction. The reduction process includes three stages, namely: 1) All results of interviews and FGDs are in the transcript; 2) This transcript is the basis for classifying the similarities and differences (categorization); 3) The results of the categorization are adjusted and discussed with the theory that forms the basis of this study. The analytical technique used in this research is the pattern matching technique. This technique explains the results of the research (phase 3 of data processing) with an integrative leadership role which includes connector catalyst, project coordinator, network facilitator, and network guardian in implementing this policy.

Results and discussions

Connector Catalyst

Connector catalyst is one of the roles of network leaders to improve food performance. The food security policy is an important policy because it is related to human survival. In this case, the role of the network leader as a connector to all network members becomes important to build relationships or strengthen relationships between them. This role is carried out by the Food

Security Service as the leading sector in carrying out government affairs in the field of food administration based on sovereignty and independence, implementation of food security, handling of food insecurity, and food safety. The role of the connector catalyst can be seen in the data reduction table below.

Table 1. The Role of the Food Security Agency as a Catalyst Connector in the Implementation of Food Security Policies in the Bone District

Agricultural Agency	<ul style="list-style-type: none"> ▪ Participate in food production discussion meetings, information on irrigation needs, and information on production inputs ▪ The meeting was held two times
Health Agency	<ul style="list-style-type: none"> ▪ Attend a meeting held by the Food Security Agency to provide information on survey results related to food security (malnutrition rates, stunting rates) ▪ The meeting was held two times
Public Work Agency	<ul style="list-style-type: none"> ▪ Invited to a meeting on agricultural infrastructure needs ▪ Meetings are held once
Trading Agency	<ul style="list-style-type: none"> ▪ Invited to a meeting to provide information on price stability and the ability of economic actors ▪ The meeting was held two times
Cooperation & UMKM Agency	<ul style="list-style-type: none"> ▪ Attending a meeting about the number of farmer women groups (KWT) that are running and what products are produced by Micro, Small and Medium Enterprises (UMKM) ▪ The meeting was held two times
BULOG	Attend a meeting to discuss rice reserves, availability, and demand for rice
Extension	<ul style="list-style-type: none"> ▪ The meeting was held two times ▪ Attending meetings with farmer groups and coordinating the needs of women farmer groups in the field ▪ The meeting was held three times
Toko Tani Indonesia	<ul style="list-style-type: none"> ▪ Attend meetings on food circulation and fertilizer distribution ▪ Meetings are held once
Women Farmers Empowerment Institution	Attend a meeting on the number of KWT empowered and the condition of KWT
Farmer Women Group	<ul style="list-style-type: none"> ▪ The meeting was held two times Attend meetings about extension activities and accommodate group needs ▪ The meeting was held three times

Source: Data Reduction, 2022

Table 1 above shows that food security includes various stakeholders, so network leaders need to work hard to embrace them so that the relationship between them is maintained. The Bone Regency Food Security Agency has not effectively carried out this effort. It indicated that their meetings have not resulted in the synergy of food security programs, so Bone Regency is ranked 78th in 2020 and has experienced a significant decline in ranking to 100 in 2021.

The Food Security Service needs to carry out this role because this role is a role that helps them to start building a food security network. The success or failure of maintaining regional food security depends on its success in carrying out this role. He can learn together with other network members to produce joint programs and, at the same time, implement these programs effectively

through sharing resources. He has not been able to carry out this role because he still prioritizes individual leadership rather than network leadership which focuses on network members as equals, sharing information across the network, and being aware of the external environment to identify resources and stakeholders (Cristofoli et al., 2020).

Project Coordinator

One of the primary roles of the network leader is the project coordinator. This role is essential for harmonizing and integrating food security programs controlled by other government agencies. The Food Security Service, as the network leader, needs to coordinate food security programs internally and externally, such as BULOG and Toko Tani Indonesia. This role is challenging because this agency has different programs tailored to its duties and functions. It can be shown in table 2 below.

Table 2. Food Security Program Internal and external Government agencies in Bone Regency

Agricultural Agency	Provision of extension workers to the Women Farmers Group (KWT) to run the Sustainable Food House Area (KRPL) program; this program is an effort to increase food security, agriculture, and plantations.
Health Agency	Following up on survey results related to food security (malnutrition rates, stunting rates) through the KRPL program
Public Work Agency	Implementing agricultural infrastructure improvements so that they can have an impact on the KRPL program
Trading Agency Cooperation & UMKM Agency	<ul style="list-style-type: none"> ▪ Provision of price stability information in the market ▪ Organizing training and skill development for KWT
BULOG	Purchase and storage of farmers' rice at government prices and ensure the availability of rice
Extension	Providing training and assistance to KWTs in implementing the KRPL Program
Toko Tani Indonesia	Proceeds from the KRPL program are sold to Toko Tani Indonesia for resale and distribution of subsidized fertilizers
Women Farmers Empowerment Institution	The Food Security Agency designed a women farmer empowerment program

Source: Data Reduction, 2022

Based on table 2 above, the Food Security Service has designed and implemented the Sustainable Food House Area (KRPL) program as one of the food security programs in Bone Regency. However, this program runs without the support of other government agencies. It shows that the Food Security Service, as the network leader, designed this program without involving members of the network organization, so it did not receive support from other agencies. Then, it did not try to harmonize the programs of other agencies to support the food security program that had been previously designed. As a result, other agencies consider the KRPL Program a program from the Food Security Agency only so that other stakeholders are more focused on completing it themselves. At the same time, network leadership is something we do and learn together (Holey, 2012).

The leadership network has not yet acted as coordinator of food security programs because he and the members of each network are shackled to a hierarchical, bureaucratic system and strict rules (Goldsmith & Eggers, 2004). As a result, each network member runs its programs without synergy.

Network Facilitator

Network facilitator is one of the roles of network leadership to facilitate all network members in planning and implementing food security programs. The Food Security Agency has the role of facilitating network members for the construction and development of facilities and infrastructure that support the sustainability of the food security program, as shown in Table 3 below.

Table 3. Food Security Programs of each Government Agencies in Bone Regency

Agricultural Agency	In implementing the KRPL program, the Food Security Service coordinates the assistance of agricultural technology tools to increase food production
Health Agency	The Food Security Agency, through the KRPL program, helps fulfill balanced nutrition and facilitates stunting prevention
Public Work Agency	To facilitate the implementation of the KRPL program, the Food Security Service coordinates irrigation and farm road infrastructure
Trading Agency	The food security agency coordinates efforts to stabilize market prices
Cooperation & UMKM Agency BULOG Extension	<ul style="list-style-type: none"> ▪ Facilitate and coordinate the formed UMKM groups <ul style="list-style-type: none"> ▪ Coordinate rice availability ▪ Coordination in target group assistance (KWT) <ul style="list-style-type: none"> ▪ Educate farmers
Toko Tani Indonesia	Coordinate the provision of the needs of farmers and women farmer groups in the implementation of the KRPL program
Women Farmers Empowerment Institution	Coordinate the empowerment of women farmer groups through the KRPL program

Source: Processed from various documents and research, 2022

Table 3 above shows the food security programs of each government agency which are facilitated and coordinated by the food security agency as the network leader. This role has not been carried out effectively because they have not positioned themselves as members of the food security network. In addition, food security agencies still position themselves as single agency leaders who tend to design and implement their programs. It can be shown in table 4 below.

Table 4. Food Security Agency Programs in Bone Regency

No	Program	Goals
1	Sustainable Food House Area (KRPL) Model	Utilization of environmentally friendly yards to meet family food and nutritional needs, as well as increase income, ultimately improving the community's welfare.
2	Gold Yard Program	Utilization of the yard or yard for planting vegetables, fish ponds, raising chickens, and so on, so that the family can consume the results to meet the food and nutritional needs of

the family. In this case, the Food Security Service has a role in providing assistance, counseling, and assistance to KWTs so that the program for utilizing the Gold yard can run and provide benefits to the community, especially the Women Farmers Group. Pegadaian's role is to educate KWT to set aside some of the income from the proceeds to be saved in the form of gold investment. All villages have formed KWT in Bone Regency, but only about 50 KWT are active. Of these 50 active KWTs, they received assistance from the National Budget and the Special Allocation Fund (DAK) of the Food Security Agency.

3 Family Farming Program

Communities that own land can use it through integrated programs, namely plantations, livestock, and fisheries, to improve the family's economy. It is a solution for food insecurity in the family.

Source: Processed from various documents and research, 2022

As described in tables 3 and 4 above, the food security programs of each government agency show that both food security agencies, as network leaders and members of their respective networks, design and implement their programs. These programs are still individual because they are not used to designing and implementing collaborative programs due to facilitation activities from food security agencies (Alwi & Susanti; G., 2022). They are bureaucratic organizations that run their policies and programs based on rigid rules – rule-based.

Network Guardian

One of the critical roles of network leadership is network guardian. This role needs to be optimized to maintain the sustainability of food security. Network leaders must continue to focus on intense communication with network members. In addition, he also needs to maintain the ability of human resources through various training related to food security sustainability. The government provides various efforts and resources, including the Government of Bone Regency, and at the same time as a network guardian for the food security program, as shown in Table 5 below.

Table 5. Government Agencies Resources in the Implementation of Food Security Policy in Bone Regency

Agricultural Agency	Resources owned are extension workers and information related to food production, irrigation needs, and production facilities
Health Agency	Information about nutritious food through the KRPL program
Public Work Agency	Information on agricultural infrastructure related to the KRPL program
Trading Agency	Information on price stability and the ability of economic actors related to the KRPL program
Cooperation & UMKM Agency	Information on the number of MSMEs, types of processing from farmer groups, and the number of fostered people who have been given capital
BULOG	Information about the amount of rice available and demand
Extension	Resources in the form of skills needed by KWT in the implementation of KRPL

Toko Tani Indonesia Women Farmers Empowerment Institution Kelompok Wanita Tani	Means to market the products of the KRPL program Resources in the form of skills to assist KWT in the KRPL program As target group Training: 1. Food processing training for women farmer groups 2. Fertilizer making training 3. Processed product packaging training Financial Assistance: - IDR 15.000.000/KWT - 22 KWT
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Source: Processed from various documents and research, 2022

Based on table 5 above, resources are "tools" for network leadership that can be a network guard for the sustainability of food security. Network members have more resources in the form of information, where this information can be used for decision-making and to formulate joint programs. This information has not become a "power" for food security sustainability because they have not realized this in the form of resource sharing for KWT development. In addition, the information held by network members does not support the network leadership program because it is considered by them to be the food security agency's program. However, they meet more than once a year. The meeting is formal, so the interaction or communication that occurs is formal communication that does not result in joint programs that support the KWT program.

The KWT programs, as shown in Table 4 above, are KWT programs that are designed nationally so that these programs are nationally uniform. In Bone Regency, they are implemented using a uniform mechanism. These programs are fully funded by the central government so that local governments only act as implementers who are implemented following the instructions from the central government. As a result, when this program did not receive funding from the central government, the local government, through the food security agencies of each region in Indonesia, including the Bone Regency, did not also finance it.

These KWT programs are programs that were not born from a joint design of local-based network members. As a result, they have less responsibility, especially when the central government stops financing.

Conclusion

The role of network leadership is significant to mobilize network members to achieve network organizational goals and policy performance. The food security agency in Bone Regency acts as a network leader to improve the performance of food security policies. However, this role has not been carried out effectively because he has not succeeded in designing and implementing joint programs other than the central government programs for KWT development. It is indicated by the fact that he has not carried out his role as the glue of the relationship between network members, so they tend to work according to their respective duties and functions. In addition, he has not effectively carried out his role as coordinator of food security programs under the control of other government agencies. In the same way, he has not effectively carried out his role as a

network facilitator who encourages or motivates them to develop KWT together. Then, he also has not shown genuine efforts to maintain relationships with them through intensive communication and to improve the skills of KWTs through continuous training.

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