



The Role of Non-Governmental Organizations (NGOs) in Strengthening Governance Through Penta Helix Collaboration in Bone District

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ABSTRACT

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This study analyzes the role of Non-Governmental Organizations (NGOs) in strengthening governance through Penta Helix collaboration in Bone Regency. This research uses a qualitative approach with a case study design, with data collection techniques including in-depth interviews, field observations, and documentation studies involving NGOs, local governments, communities, academics, the business world, and the media. The research results show that NGOs have a strategic role in strengthening community participation, acting as a liaison for policy communication between the government and the community, carrying out social oversight functions regarding the implementation of public policies, and acting as partners in the implementation of development programs. However, this role has not yet been fully institutionalized and tends to take place in unequal relations, with limited data access, and weak coordination across actors. The Penta Helix collaboration in Bone Regency is still in the coordination stage and has not yet achieved an integrated co-creation model. Based on analysis using the theories of Ansell and Gash (2008) and Emerson et al. (2012), collaborative governance in Bone Regency is in the *nascent to emerging collaborative governance regime phase*. Institutional strengthening, increased transparency, and the establishment of formal collaboration forums are essential to improving the effectiveness of local governance.

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INTRODUCTION

Regional governance in the era of decentralization demands the involvement of various actors outside the government in the development process. The increasingly complex and multidimensional nature of public issues means that local governments no longer have sufficient capacity to act as sole actors in resolving development issues. Therefore, the government paradigm has shifted towards governance, namely a government management system that emphasizes collaboration between the government, private sector, academics, media, and civil society in achieving common development goals (Purnamasari et al., 2022; Ismail et al., 2026).

This paradigm shift shows that the success of regional development is largely determined by the ability to build synergy between stakeholders through participatory and collaborative governance mechanisms.

In the context of Bone Regency, the need for collaborative governance is increasingly crucial given its vast area, large population, and the complexity of the development challenges it faces. Strategic issues such as poverty, unemployment, education quality, health services, community empowerment, and natural resource management require the involvement of multiple stakeholders in their resolution. Although the local government continues to strive to improve the quality of public services and regional development, limited resources, institutional capacity, and service coverage often pose challenges in meeting the needs of the community as a whole. This condition indicates that regional development cannot rely solely on government intervention, but requires support and active participation from various elements of society.

One of the actors that has a strategic position in supporting regional development is the Non-Governmental Organization (NGO). NGOs are present as representatives of civil society that have close ties with grassroots communities, so they are able to identify community needs more comprehensively than bureaucratic approaches that tend to be formal. In various development sectors, NGOs play a role as facilitators of community empowerment, advocates for public policy, monitors of government administration, mediators between the community and the government, and partners in implementing various development programs. Schiller and De Wet (2019) explain that NGO involvement in public governance can strengthen accountability, increase community participation, and expand access to public services for vulnerable groups. Thus, NGOs function not only as a complement to development but also as a crucial actor in strengthening the quality of governance.

The role of NGOs becomes increasingly relevant when linked to the Penta Helix approach, which positions government, academia, the business world, the media, and civil society as interconnected actors in the development process. Unlike conventional sectoral development models, Penta Helix emphasizes the importance of cross-sector collaboration to generate innovation, policy effectiveness, and sustainable development. Research by Lindberg et al. (2010) shows that NGOs have the ability to bridge the interests of various actors in a helix model, thereby creating a more inclusive collaborative space. Similar findings were presented by Halibas et al. (2017), who stated that civil society and NGOs act as bridges that strengthen interactions between government, business, and academia in the development innovation system.

Various previous studies have proven the importance of NGOs in the Penta Helix framework. Lino et al. (2024) found that the success of stunting reduction acceleration programs is significantly influenced by the ability of NGOs to build coordination between the government and the community. Hatmaja et al. (2024) also showed that NGO participation in public decision-making processes can increase policy legitimacy and the effectiveness of development program implementation. However, most of these studies still on specific sectors, such as health, disaster management, or economic development, so there is little specific examination of how NGOs play a role in strengthening local

governance through the Penta Helix collaboration mechanism.

On the other hand, studies on NGOs in Indonesia generally position these organizations more as advocacy groups or implementers of community empowerment programs. There is still limited research examining NGOs as an integral part of the local governance system, which involves multi-stakeholder interactions within the Penta Helix framework. This limitation is also evident in the context of Bone Regency, where research on the relationship between NGOs, local government, academics, the business world, and the media in the process of strengthening governance is still relatively minimal. As a result, there is still a lack of adequate understanding of the forms of NGO roles, the collaboration patterns they develop, and their contribution to improving the quality of local governance.

Based on this description, there is a gap between the importance of the role of NGOs in collaborative governance and the still limited empirical studies that explain the mechanisms of this role at the regional level, especially in Bone Regency. This research is important because it not only seeks to identify the role of NGOs in Penta Helix collaboration, but also analyzes how interactions between actors can contribute to strengthening local governance. Thus, the research entitled "The Role of Non-Governmental Organizations (NGOs) in Strengthening Governance through Penta Helix Collaboration in Bone Regency" is expected to provide theoretical contributions in the development of *collaborative governance and Penta Helix* studies, while also providing practical recommendations for local governments and stakeholders in building more participatory, transparent, and accountable governance.

METHOD

This study uses a qualitative approach with a case study design to gain an in-depth understanding of the role of *Non-Governmental Organizations* (NGOs) in strengthening governance through Penta Helix collaboration in Bone Regency. A qualitative approach was chosen because this research aims to comprehensively understand social phenomena that occur in a natural context, particularly regarding the interactions, roles, and dynamics of collaboration between NGOs and other development actors. Meanwhile, a case study design was used because the research focuses on a specific case with clear spatial and contextual boundaries, namely the practice of collaboration between NGOs, government, academics, the business world, and the media in supporting governance in Bone Regency. The use of case studies allows researchers to explore in depth various aspects related to the role of NGOs in a collaborative governance system, thereby producing a holistic understanding of the phenomenon studied (Yin, 2018).

The research was conducted in Bone Regency, South Sulawesi Province, considering that this region has development characteristics that involve various stakeholders, including non-governmental organizations that play a role in community empowerment activities, public policy advocacy, development monitoring, and partnerships with local governments. Furthermore, Bone Regency was chosen as the research location due to the limited number of studies specifically discussing NGO involvement in strengthening governance through the Penta Helix approach at the local government level.

The research subjects were determined through *purposive sampling technique*, namely the deliberate selection of informants based on certain considerations that are in accordance with the research objectives. Informants were selected based on their knowledge, experience, involvement, and capacity in the collaborative development process involving NGOs in Bone Regency. Research informants included elements of the local government consisting of officials or apparatus who have a relationship with the planning and implementation of regional development, elements of NGOs or non-governmental organizations that actively carry out social activities and community empowerment, elements of academics who have an understanding of regional development and governance, elements of the business world involved in corporate social responsibility programs, as well as elements of the media that play a role in disseminating information and public oversight. The selection of informants from various elements was carried out to obtain diverse perspectives on the role of NGOs in the Penta Helix collaboration so that the data obtained can describe the research phenomenon more comprehensively.

Data collection was carried out through in-depth interviews, observation, and documentation. In-depth interviews were used as the primary technique to gather information on the roles of NGOs, interaction patterns between actors, collaboration mechanisms, and factors that support and hinder the implementation of Penta Helix collaboration in strengthening governance. Interviews were conducted in a semi-structured manner to allow researchers the freedom to explore various information that emerged during the research process. In addition to interviews, observations were conducted to directly observe the activities, interactions, and involvement of NGOs in various activities related to regional development and collaborative forums involving various stakeholders. Documentation techniques were used to complement and strengthen the data from interviews and observations through the review of various relevant documents, such as regional development planning documents, NGO activity reports, mass media reports, inter-agency cooperation documents, local government regulations, and various other documents related to the research focus.

This study uses the Penta Helix collaboration concept as the primary analytical framework involving five key actors: government, academics, the business world, civil society (NGOs), and the media. In the context of this study, NGOs are positioned as representatives of civil society, functioning as facilitators, mediators, advocates, supervisors, and development partners. The analysis of NGO roles is further examined through the *collaborative governance perspective* developed by Ansell and Gash (2008), which emphasizes the importance of *face to face dialogue*, trust building, commitment to the collaborative process, shared understanding, and intermediate *outcomes* in realizing effective governance. This framework is used to understand how NGOs carry out their roles in building collaborative relationships with other Penta Helix actors in Bone Regency.

Data analysis was conducted interactively following the model developed by Miles, Huberman, and Saldaña (2014), which includes data condensation, data display, and conclusion drawing and verification. Data condensation was conducted by selecting, focusing, simplifying, and organizing data obtained from the field according to the research focus. The condensed data were then presented in the form of descriptive narratives, matrices, or tables to facilitate interpretation. The next stage was drawing conclusions, which was carried out continuously throughout the research process, taking into account the interrelationships between findings that emerged in the field. The conclusions obtained were then verified through repeated data checking to ensure the consistency and validity of the research findings.

To ensure the credibility of the data, this study applies source triangulation and method triangulation techniques. Source triangulation was carried out by comparing information obtained from various informants from government, NGOs, academics, the business world, and the media. Meanwhile, method triangulation is carried out by comparing the results of interviews, observations, and documentation so that the information obtained can strengthen each other. In addition, researchers also conducted *member checking* with several informants to ensure that the results of the data interpretation were in accordance with the information intended by the informants. Thus, the research results are expected to have a high level of validity and credibility so that they can provide an accurate picture of the role of NGOs in strengthening governance through Penta Helix collaboration in Bone Regency.

RESULT AND DISCUSSION

Based on the results of data analysis obtained through in-depth interviews, field observations, and documentation in Bone Regency, it was found that the implementation of Penta Helix collaboration in strengthening governance has not been running optimally, but has shown a fairly active pattern of interaction between actors, especially between local governments and Non-Governmental Organizations (NGOs). NGOs in this context do not only function as additional actors in development, but have played a strategic role in strengthening community participation, bridging policy communication, conducting social supervision, and being involved in the implementation of development programs.

Research findings show that although collaboration between the government, NGOs, academics, the business world, and the media has taken place in various forms, the pattern of relationships formed still tends to be coordinative and has not yet reached a fully integrated level of collaboration. This condition indicates that the implementation of Penta Helix in Bone Regency is still in the transition stage towards a more mature collaborative governance model.

Furthermore, the findings of this research are compiled based on the formulation of the problems that have been determined, namely: (1) the role of NGOs in strengthening governance through Penta Helix collaboration in Bone Regency, (2) the form of NGO collaboration with Penta Helix actors, and (3) factors that influence (support and inhibit) the implementation of this collaboration.

The Role of NGOs in Strengthening Governance through Penta Helix Collaboration in Bone Regency

The research findings indicate that NGOs in Bone Regency play a strategic role in strengthening governance through the Penta Helix collaboration scheme. This role is not merely a formality of cooperation, but is truly visible in social practices on the ground through direct interactions with the community and local government. From interviews, observations, and documentation studies, the role of NGOs can be understood in four main functions: facilitators of community participation, *bridging actors* in policy communication, social monitors, and partners in the implementation of development programs.

a. NGOs as facilitators of community participation

Field findings indicate that one of the most visible roles of NGOs in Bone Regency is expanding community participation, particularly for groups that have traditionally been

marginalized and less involved in formal development planning processes. Interviews with local NGO administrators revealed that many villagers lack a complete understanding of the Musrenbang mechanism, resulting in their aspirations often not being optimally addressed.

This situation then encouraged NGOs to go directly to the village level through various mentoring activities. Observations show that NGOs actively conduct focus group discussions (FGDs) to explore community needs in greater depth. In this process, communities are encouraged to identify real-world issues such as village road access, clean water, health services, and family economic empowerment.

The results of this process didn't stop at discussion, but were formulated into aspirations that were then presented to regional development planning forums. From a discussion perspective, this demonstrated that NGOs not only increased the volume of community participation but also improved the quality of that participation. The participation that occurs is no longer symbolic, but is moving towards substantive participation based on the real needs of the community.

In the perspective of Ansell & Gash (2008), this condition shows the existence of *face-to-face dialogue interaction* between actors, but is still at the consultative stage. Meanwhile, in Emerson et al. (2012), this situation shows that *principled engagement* has begun to form, but has not yet fully produced a shared understanding (*shared meaning*) between actors.

b. NGOs as bridging actors in policy communication

Research findings also show that NGOs function as communication bridges between local governments and communities. From the results of interviews with local government officials, NGOs are seen as parties that help explain government programs to the public, especially in areas that are difficult for the bureaucracy to reach directly.

On the other hand, the public expressed that they often lack a clear understanding of government policies, particularly those related to social assistance and development programs. This lack of clarity has the potential to lead to misunderstandings in program implementation on the ground.

In this context, NGOs are involved in the *policy translation process*, translating government policies into simpler, more accessible language for the public. At the same time, NGOs also gather community input and relay these to local governments in the form of policy recommendations.

Observations show that NGOs are also actively promoting government programs and creating dialogue at the community level. Documentation studies revealed NGOs submitting advocacy reports to local governments regarding improvements in the implementation of public programs.

When analyzed theoretically, this role strengthens *the trust-building process* within the framework of Ansell & Gash (2008). However, trust between actors remains unstable because the government still dominates decision-making. From the perspective of Emerson et al. (2012), this condition shows that *the system context* does not fully support the formation of strong and sustainable trust.

c. NGOs as instruments of social control

Research findings show that NGOs in Bone Regency also carry out a supervisory function regarding the implementation of public policies. This function is carried out

through direct monitoring in the field to ensure compliance between planning and implementation of government programs.

Interviews with NGO activists revealed that social assistance programs, village infrastructure development, and public services are routinely monitored. In some cases, discrepancies between planning data and on-the-ground conditions were identified, such as inaccurate recipient targeting, project delays, and a lack of transparency in public information.

These findings do not stop at identifying problems, but are documented in monitoring reports and submitted to local governments and disseminated through local media as a form of social control.

However, from the results of interviews with government officials, it was discovered that follow-up to NGO reports had not been carried out systematically because there was no structured *feedback mechanism between the government and NGOs*.

In the discussion, this shows that the NGO oversight function does contribute to transparency, but has not yet resulted in systemic changes in governance. In the framework of Ansell & Gash (2008), this condition is still at the *intermediate outcomes level*, while in Emerson et al. (2012), *transformative outcomes have not occurred* because there has been no structural change in the governance system.

d. NGOs as partners in implementing development

Research findings show that NGOs are also involved as partners in implementing regional development programs, particularly in the sectors of community empowerment, non-formal education, health, and the local economy.

The interview results showed that the collaboration patterns that occurred generally took the form of project *-based partnerships*. In this pattern, the local government acts as a policy and funding provider, while NGOs act as technical implementers in the field.

Observation results show that NGOs are directly involved in activities such as community skills training, health education, and community-based economic empowerment programs. However, a documentation study of the Bone Regency RPJMD shows that the role of NGOs has not been formally integrated into the regional medium-term development planning system.

From a discussion perspective, this situation indicates that NGO involvement remains sectoral and unsustainable. Within the framework of Ansell & Gash (2008), this reflects a weak *commitment to the process*, while in Emerson et al. (2012), it indicates the lack of strong *institutional arrangements* within the government collaboration system.

Forming NGO Collaboration with Penta Helix Actors in Bone Regency

The research results show that collaboration between Non-Governmental Organizations (NGOs) and Penta Helix actors in Bone Regency has taken place in various forms, but the resulting patterns have not been fully integrated into a coherent governance system. The collaborations that do occur tend to develop sectorally, depending on the type of program, and are influenced by informal relationships between the actors involved. Thus, although empirically collaboration has been running, structurally it is still at the coordinative stage and has not yet reached the level of comprehensive institutionalized collaboration.

Based on the results of in-depth interviews, field observations, and documentation studies, it was found that the form of NGO collaboration with each Penta Helix actor has different characteristics, both in terms of intensity, relationship patterns, and level of involvement in the public policy process.

a. Collaboration between NGOs and Local Governments

Research findings indicate that collaboration between NGOs and local governments in Bone Regency is the most dominant form of cooperation compared to other Penta Helix actors. This collaboration takes various forms, such as partnerships in development programs, NGO involvement in community empowerment activities, and participation in public consultation forums such as Musrenbang (Regional Development Planning Forum), regional government organization (OPD) forums, and other sectoral activities.

The results of interviews with informants from local governments show that NGOs are often involved because they are considered to be close to the community and understand social conditions at the grassroots level. One informant stated that NGOs help the government reach communities that are difficult for the bureaucracy to access directly.

However, from an NGO perspective, their involvement still tends to be at the policy implementation stage, not at the policy formulation stage. This is reinforced by the results of observations in several official forums which show that NGOs play a greater role as participants, input providers, or program implementers, rather than as parties with an equal position in decision-making.

In addition, a documentation study of regional development planning documents shows that NGO involvement has not been explicitly regulated in the regional medium-term planning mechanism (RPJMD), so that their position is still ad hoc and dependent on the needs of specific programs.

If analyzed further, this condition indicates that the relationship between NGOs and local governments is still in an *asymmetric collaboration pattern*, where the government remains the dominant actor in determining policy direction. From the perspective of Ansell & Gash (2008), this indicates that the principle of equality in collaboration has not been fully realized, while in the framework of Emerson et al. (2012), this condition reflects the weakness of *institutional arrangements* that regulate the distribution of roles between actors in a balanced manner.

b. Collaboration between NGOs and Academics

Research findings indicate that collaboration between NGOs and academics in Bone Regency takes the form of *knowledge based collaboration*. This collaboration includes joint research activities, policy studies, and evidence *-based advocacy* used to strengthen policy recommendations to local governments.

Interviews with NGOs indicate that academics are frequently involved in analyzing social issues and developing policy recommendations, particularly when NGOs require academic legitimacy to present field findings to the government. However, this collaboration is not routine, but rather occurs only for specific activities or projects.

There is no formal forum or regional research collaboration center specifically integrating the roles of NGOs and universities in Bone Regency. Consequently, existing collaborations still rely on personal initiatives between individual academics and NGO actors, rather than on a well-established institutional system.

In the discussion, this condition shows that knowledge collaboration has not yet developed into a structured system. From Emerson et al.'s (2012) perspective, this reflects a weak *capacity for joint action*, particularly in the integration of knowledge between actors. Meanwhile, within the framework of Ansell & Gash (2008), this condition indicates that the knowledge-based dialogue process has not been institutionalized in a formal collaboration mechanism.

c. Collaboration between NGOs and the Business World

The research results show that collaboration between NGOs and the business world in Bone Regency generally occurs through Corporate Social Responsibility (CSR) mechanisms. This form of collaboration includes social assistance activities, community skills training, strengthening the local economy, and support for community-based empowerment activities.

Interviews with NGO informants revealed that corporate involvement in CSR programs typically involves funding or providing facilities, while NGOs act as program implementers on the ground. In some cases, NGOs also play a role in identifying community needs, which are then tailored to the company's CSR program.

However, the observation results show that the CSR programs currently running are still short-term in nature and do not have clear continuity between periods. Documentation studies also show that there is no long-term strategic partnership scheme between NGOs and the private sector that is integrated into regional development plans.

In the discussion, this condition shows that the collaboration pattern between NGOs and the business world is still at the level of *charity-based collaboration*, not *strategic partnership*. This means that the collaborative orientation is still dominated by a philanthropic approach, and has not yet developed towards sustainable shared *value creation*.

d. Collaboration between NGOs and the Media

Research findings indicate that the media plays a crucial role in strengthening the position of NGOs within the governance system in Bone Regency. This collaboration is particularly evident in the dissemination of public information, publication of social activities, and strengthening the social control function of government policies.

The results of interviews with NGOs show that the media is often used as a channel to convey the results of monitoring and policy advocacy, especially when discrepancies are found in the implementation of government programs. In this context, the media not only functions as a conveyor of information, but also as a reinforcement of public pressure on government accountability.

Observations show that local media coverage often triggers government responses to issues raised by NGOs. However, documentation studies indicate that collaboration between NGOs and the media remains informal and lacks a structured collaboration mechanism.

In the discussion, this shows that the media plays a role as *an amplifier of accountability*, namely a strengthener of public transparency and accountability. However, from Ansell & Gash's (2008) perspective, this role is still limited to increasing public information and has not yet entered the stage of collective decision-making. Meanwhile, in Emerson et al. (2012), the media has not yet become part of an *institutionalized collaborative*

system, but only supports the interaction process between actors.

Supporting and Inhibiting Factors of the Role of NGOs in Penta Helix Collaboration in Bone Regency

The results of the study show that the effectiveness of the role of Non-Governmental Organizations (NGOs) in the Penta Helix collaboration in Bone Regency is not only determined by the internal capacity of the NGO, but is also greatly influenced by external factors that shape the scope of the collaboration itself. These factors are divided into two main categories, namely supporting factors that strengthen the role of NGOs, and inhibiting factors that limit the optimization of collaboration between actors in the Penta Helix system.

a. Supporting Factors

The research findings show that there are several factors that significantly support the role of NGOs in Penta Helix collaboration in Bone Regency. The first factor is the increasing openness of some government agencies to the participation of the community and non-government actors. From the results of interviews with local government informants, it was found that there was a change in approach from being top-down to being more participatory, especially in community empowerment programs and public consultations.

Observations in several development deliberation forums show that NGOs are starting to be given space to express their views and recommendations, although still within certain limits. This condition indicates a small shift in bureaucratic culture towards a more open governance pattern, although it is not yet completely consistent across all sectors.

The second supporting factor is the strong social network of NGOs at the local level. The results of interviews with NGO actors indicate that the existence of long-established community networks at the village and sub-district levels is an important social capital in implementing community assistance programs. This network enables NGOs to more quickly access field information and respond directly to community needs.

In addition, documentation studies of NGO activity reports show that many programs were successfully implemented due to the support of informal relations with community leaders, village officials, and local community groups. This strengthens the position of NGOs as actors with social legitimacy at the grassroots level.

The third supporting factor is increasing public awareness of the importance of involvement in development. Interviews with residents in several research villages revealed that they are beginning to understand the importance of actively expressing their aspirations in the development process, particularly after receiving assistance from NGOs.

The fourth factor is the support of local media which plays a role in strengthening the position of NGOs in voicing public issues. Observations of several media reports show that issues raised by NGOs, such as transparency of social assistance and the quality of public services, receive significant coverage. This not only strengthens the advocacy function of NGOs, but also increases public pressure on the government to be more responsive to these issues.

Theoretically, these factors reinforce the *system context element* in Emerson et al. (2012)

framework, which shows that the social and political environment in Bone Regency is beginning to provide space for the development of collaboration. From Ansell & Gash's (2008) perspective, this condition also supports the *trust-building process*, although it is still in its early stages and unstable.

b. Inhibiting Factors

On the other hand, research results also indicate a number of factors hindering the optimization of NGOs' roles in Penta Helix collaboration in Bone Regency. The most dominant factor is the lack of a formal institution specifically regulating collaboration mechanisms between Penta Helix actors. The results of interviews with NGO and government informants indicate that the collaboration that has occurred so far has been more ad hoc and project-based, rather than based on a structured institutional system.

As a result, collaboration between actors relies heavily on individual initiative or personal relationships, making the sustainability of the collaboration uncertain. A documentary study of regional planning documents also shows that there is no official Penta Helix forum to serve as a platform for ongoing cross-sector coordination.

The second inhibiting factor is the ongoing imbalance in power relations between the government and NGOs. Interviews indicate that the government remains the dominant actor in public policy decision-making, while NGOs are more often positioned as implementing partners or input providers. This situation limits NGOs' bargaining power in the policy process.

Observations in several formal forums also show that the deliberation space is not yet fully equal, because the final decision remains in the hands of the local government. In the perspective of Ansell & Gash (2008), this condition shows that the principle of *egalitarian participation* in collaboration has not been fully realized.

The third inhibiting factor is limited access to public data and information. Interviews with NGOs revealed that not all government program data is publicly accessible, particularly technical data related to social assistance and development project implementation. This situation limits the effectiveness of NGOs' social oversight functions, as they lack a comprehensive database for comprehensive field verification.

The fourth inhibiting factor is the low synchronization of programs between Penta Helix actors. Observation results show that each actor—whether government, NGOs, academics, the business world, or the media—tends to run programs independently without integrated coordination. As a result, many programs overlap or are unsustainable.

Documentation studies also show that there is no joint planning mechanism that integrates all Penta Helix actors within a single regional development policy framework. In the perspective of Emerson et al. (2012), this condition indicates weak *collaborative dynamics*, especially in terms of *capacity for joint action* and *institutional arrangement*.

CONCLUSION

This research shows that the role of Non-Governmental Organizations (NGOs) in the Penta Helix collaboration in Bone Regency has significantly contributed to strengthening governance, particularly in aspects of public participation, policy communication, social oversight, and development program implementation. However,

these contributions have not yet been realized in a fully integrated and equal collaboration system between actors.

First, NGOs play a significant role in expanding community participation, especially among marginalized groups, through mentoring, discussion forums, and strengthening community capacity in development planning. However, this participation is still facilitative and has not yet fully entered into the formal decision-making structure of local government.

Second, NGOs function as a liaison for policy communication between the government and the community. This role is effective in reducing the information gap, but has not been accompanied by a strong institutional feedback mechanism, so that policy recommendations from NGOs do not always become formal decisions.

Third, in the social oversight function, NGOs contribute to increasing transparency and identifying non-conformities in policy implementation. However, the impact of this supervision is still limited because there is no structured follow-up system from the local government regarding the results of NGO monitoring.

Fourth, in terms of program implementation, NGOs act as technical partners to the government, but this involvement is still project-based and has not been integrated into regional medium-term development planning.

Overall, the Penta Helix collaboration in Bone Regency is still at the *nascent to emerging collaborative governance regime stage* (Emerson et al.), where interactions between actors have been established but are not yet supported by formal institutions, equal roles, and sustainable coordination mechanisms.

POLICY IMPLICATIONS

The findings of this study indicate that strengthening collaborative governance in Bone Regency is not sufficient to rely solely on actor initiatives, but requires more systematic reform of institutional mechanisms. Therefore, several policy implications that can be formulated are as follows.

First, the Bone Regency Government needs to establish a formal cross-sectoral Penta Helix forum that functions as a forum for coordination, deliberation, and joint decision-making. This forum should not only be consultative in nature, but should also have a clear mandate in integrating regional development programs so that collaboration does not proceed in a sectoral and partial manner.

Second, it is necessary to strengthen open data governance mechanisms that can be accessed by NGOs and other non-governmental actors. Limited access to data has proven to be a major obstacle in the social oversight function of NGOs, so that information transparency must be a priority policy in local governance.

Third, local governments need to establish institutional feedback mechanisms for NGO monitoring and advocacy results. Without these mechanisms, social control will not translate into tangible policy improvements, but will instead stop at the reporting level.

Fourth, it is necessary to redefine the role of NGOs in the regional development planning cycle, so that NGOs are not only positioned as program implementers, but also as strategic partners in policy formulation from the early planning stage (not just implementation).

Fifth, collaboration with the private sector through CSR needs to be directed towards becoming a shared value partnership, not just short-term social assistance. This is important so that the CSR program has continuity and is aligned with the regional

development agenda.

Sixth, to strengthen knowledge integration, a permanent research collaboration forum between NGOs and academics is needed at the regional level. This forum can be the basis for *evidence-based policy* making so that policies are not only based on administrative interests, but also based on empirical field data.

Thus, the transformation towards ideal collaborative governance in Bone Regency requires a shift from informal coordination patterns towards an institutionalized, equal, and trust-based collaboration system between Penta Helix actors.

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