

The Implementation of Collaborative Governance in The Literacy Education Empowerment Program Within Indigenous Communities in Lebak Regency

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ABSTRACT

This study examines the implementation of collaborative governance in literacy education empowerment programs within indigenous communities. The collaborative governance approach involves the central government, local government, institutions, and the community. The aim of this research is to describe the collaborative governance in the literacy education empowerment program within indigenous communities and analyze the factors affecting community participation and empowerment. Data was collected through a census, with a sample of 200 learners from three literacy education assistance-receiving institutions in the Indigenous Community. The approach used includes descriptive analysis and data analysis with Structural Equation Modeling (SEM). The research results indicate that collaborative governance has been established. Significant factors influencing the level of participation in this program are the level of collaboration, environmental support, optimization elements, and the characteristics of the community members. Factors significantly influencing the level of empowerment are the level of collaboration, environmental support, participation, and the characteristics of the community members, while optimization elements do not significantly affect empowerment. The research findings suggest that the program is running fairly well, although there are some challenges such as the availability of infrastructure, the lack of training for tutors, and funding sources solely from the central government budget.

Keywords: collaborative governance, community empowerment, literacy education, participation level, empowerment level

INTRODUCTION

Indonesia is one of the countries that still have a fairly high illiteracy rate. The number of illiterate people in Indonesia aged 15 years and over based on Susenas data from the Central Statistics Agency (Central Statistics Agency (BPS), 2021) showed 1.56 percent or 2,739,438 people. Education is inseparable from supporting aspects of life; educational backwardness can lead to poverty, ignorance, and even community powerlessness. The education sector is one of the efforts to empower the community, but the facts on the ground are the opposite. Data from the Central Statistics Agency shows that the dropout rate in Indonesia at the junior high school/equivalent level in 2021 was 0.9 percent, while at the high school/equivalent level in 2021 it was 1.12 percent, and the expected length of schooling in 2021 was 13.08 percent.

Community empowerment becomes a process of independence. At this stage, the community is assisted to analyze the problems faced to find alternative solutions to the problems, and is shown strategies to utilize the various abilities they have (Huraerah, 2008). Banten is one of the buffer areas of the capital city, however, based on BPS data in 2022, 0.69 percent of the population aged 15 years and over are still illiterate. Lebak Regency is one of the areas in Banten Province where there is still a high rate of illiteracy. The literacy rate in Lebak Regency based on BPS data in 2021 is 95.97 percent, meaning that around 4.03 percent of the Lebak Regency population is illiterate. The Central Statistics Agency stated that the Literacy Rate (AMH) of the population aged 15 years and over in Indonesia was 96.35 percent in 2022. This means that 96 out of 100 adults in Indonesia have the ability to read and write. The literacy rate in 2022 increased by 0.31 percent from the previous year of 96.04 percent. One of the development paradigms is through the education sector; the Human Development Index (HDI) is measured by the literacy rate. According to (Friedman, 1992) empowerment can be interpreted as alternative development, which requires 'inclusive democracy, appropriate economic growth, gender equality and intergenerational equity.' Based on this definition, the human development paradigm is a development process to encourage community initiatives rooted from below, in this empowerment program it is rooted in the community.

Illiteracy is one indicator of powerlessness due to the low level of knowledge and ability so that it cannot be said to be an independent society. Empowerment refers to the ability of the community to obtain and utilize access and control over resources. The concept of empowerment Ife (1995) that "empowerment is a process of helping disadvantaged groups and individuals to compete more effectively with other interests, by helping them to learn and use in lobbying, using the media, engaging in political action, understanding how to 'work the system,' and so on". The definition is that the concept of empowerment is an effort to provide autonomy, authority, and trust to each individual in learning objectives. According to Sumardjo et al., 2021 independence is the peak of a person's empowerment. A person's independence is characterized by high filtering power, competitiveness, and comparison power in their life behavior. Community empowerment through literacy education is one effort to improve the ability of community competence and empowerment.

Referring to the Regulation of the Minister of Education and Culture (Mendikbud) Number 11 of 2018 as amended by the Regulation of the Minister of Education and Culture (PERMENDIKBUD) Number 9 of 2019 concerning the Organization and Work Procedures of the Ministry of Education and Culture, the community education development program, both equivalency education and literacy education in 2015-2019 was implemented by the Directorate of Equivalency and Literacy Establishment, Directorate General of Early Childhood Education and Community Education. However, based on the Regulation of the Minister of Education and Culture (PERMENDIKBUD) Number 45 of 2019 as amended by the Regulation of the Minister of Education and Culture Number 9 of 2020 concerning the Organization and Work Procedures of the Ministry of Education and Culture, the community education development program includes equivalency education and literacy. In the Strategic Plan of the Directorate of Community Education and Special Education (PMPK) for 2020-2024, the non-formal literacy education program is one of the community empowerment efforts.

This government policy is to support the sustainable program and SDGs target of reducing illiteracy rates from an educational perspective, that education must be felt by all Indonesian citizens in accordance with the mandate of the 1945 Constitution. The eradication of illiteracy is also echoed by UNESCO, and even every year International Literacy Day is held with a theme according to current conditions and the extent of the development of education and literacy from various countries. Indonesia is one of the countries that pays attention to the problem of eradicating illiteracy. It is proven that every

year through this literacy education program, the illiteracy rate has decreased based on BPS Susenas data in 2019 the illiteracy rate was around 1.78%, in 2020 it decreased to 1.71%, and in 2021 it decreased again to 1.56%. This is certainly a positive trend and it is hoped that the 2030 SDGs target can be achieved so that Indonesia becomes a country free from illiteracy. Based on this, the government is organizing a literacy education program targeting illiterate people aged 15-59 years, both the general public and indigenous communities. Research in Lebak Regency because the 2022 literacy program was held in the Regency, the target of illiterate people was in the indigenous community. Previous research conducted by Pratiwi (2020) as a program that supports the realization of equitable access to education, especially for indigenous communities, the KD-KAT education program must be supported. Over the past three years, this program has successfully lifted more than 5,000 members of indigenous communities out of illiteracy. This study also found that, in general, the program's output target of eradicating illiteracy among 80% of its participants has been achieved. According to Karl Max (1992), social conflict is considered a driving force for social change. Conflict theory is divided based on social class and economic class. The literacy education program was initially not well known by the community; however, the central government collaborated with local governments and village officials to introduce literacy education so that the community was willing to accept the literacy education program.

Community empowerment cannot be separated from governance. This study uses the theory of Collaborative Governance from Gray (1989) to examine the problem. This theory refers to all activities related to organizing in governance with dependency, exchange of resources, rules of the game, and autonomy by the government. This theory is strengthened by Ansell & Gash (2008) defines collaborative governance as the process in which public and private actors work together collectively to make rules. It involves components that mutually support each other between government, private sector or institutions, and society. In the collaborative governance process, the level of participation is affected. According to Slamet (1992), participation occurs when there is an opportunity, ability and skills, and the will of the community itself. In line with Slamet's opinion, research on collaborative governance that has been conducted previously by Purdy (2012) mentioned that the elements of power in the governance process are often interwoven collaboratively. In the collaborative process, negotiations are produced, influencing participation, structure, and availability of resources.

Previous research conducted by Ross & Woodfield (2017) states that the importance of collaboration, then collaborative governance does not only include structures but also the people involved and across institutional boundaries. In the collaborative governance process, there needs to be environmental support and optimization elements according to the theory put forward by Barlo (1960) environmental indicators, namely: customs, socio-culture, policies, and social status. Optimization elements according to those put forward by Narayan (2002) are access to information, capacity development, accountability, and participation. This theory is reinforced by previous research conducted by Wulandari et al., (2019). In collaborative communication, human resources, disposition, environmental support or structure are needed to optimize the process. The collaborative governance process is related to actor involvement, openness, coordination and decision making (participation).

The implementation of collaborative governance is also applied in community empowerment programs in indigenous communities involving actors, namely central government, local government, institutions, and communities. This is in line with previous research conducted by Nopriono & Suswanta (2019) regarding collaborative governance and empowerment which states that stakeholder involves 4 actors (central government, local government, institutions/private sector, and community), collaboration affects the level of community empowerment. According to Freire (1984) in the process of liberation or empowerment, self-awareness is needed, knowing and understanding one's abilities and potential to progress towards a better life. Based on this awareness theory, a human-centered development model was born (people centered development). According to Sumardjo (2016) the level of empowerment is characterized by the presence of filtering power, competitiveness, comparison power, and adaptability. This is supported by previous research conducted by Khasanah et al., (2021) saying that by implementing collaborative governance, it can empower communities. According to Friedman (1992) the bases of empowerment are (1) community-based development, (2) sustainability, (3) community participation, (4) development of community social capital, and (5) elimination of gender inequality.

The theory mentioned above has outlined the role of collaborative governance that leads to the level of community empowerment. With this background, the objectives of this study are: (1) to describe the application of collaborative governance in literacy education empowerment programs in indigenous

communities, and (2) to analyze the factors that influence community participation and empowerment in literacy education community empowerment programs. Based on the thoughts of Gray (1989), Slamet (1992), Narayan (2022), Freire (1984), Sumardjo (2016), Friedman (1992), Ansell & Gash (2008), and Berlo (1960) then, the research variables obtained are: level of collaboration, environmental support, optimization elements, citizen characteristics, participation, and empowerment. To strengthen the theory and relate it to previous research that supports the hypothesis, namely research conducted by Purdy (2012), Wulandari et al., (2019), Khasanah et al., (2021) , and Ross & Woodfield (2017), the research hypothesis can be formulated as follows:

- (1) The level of collaboration, environmental support, elements of empowerment optimization, and characteristics of learners have a significant influence on participation.
- (2) The level of collaboration, environmental support, empowerment optimization elements, and characteristics of learners has a significant influence on empowerment.
- (3) The level of collaboration, environmental support, elements of empowerment optimization, and characteristics of learners has a significant influence on the level of empowerment through participation.

METHOD

The method in this study with top-down or deductive starts from designing research obtained through literature studies, determining the population and sample, determining indicators of each research variable. The paradigm of this study with a quantitative approach is supported by qualitative data. Primary data in the form of information in this study is carried out by data collection techniques by conducting direct research in the field.

This research was conducted for two months, starting from April to June 2023. Data collection method was by census; the research questionnaire was distributed to 200 beneficiary learners or graduates of literacy education from three institutions receiving the empowerment program in the field of Basic Literacy Education for Remote Indigenous Communities (KD KAT) in Lebak Regency, Banten. There are 3 (three) kasepuhan in 3 (three) institutions who participated in this community empowerment program, namely: Kasepuhan Cingagoler, Kasepuhan Jambrut, and Kasepuhan Malingping. Details of the institutions are in Table 1 (one).

Table 1. Recipients of the Literacy Education Program in Lebak Regency, Banten in 2022

Name of Institution	Number of Students
Cundamani Community Service Center	80
Amanah Permata Agung Community Learning Center	70
Hope of the Nation Community Development Center	50
Total	200

To strengthen the quantitative data in this study, interviews and direct observations were conducted with respondents. The respondents (key informants) selected were people who understood the community empowerment program in the field of literacy education. This selection was done purposively (intentionally). The following are the details of respondents for interviews and observations conducted directly.

Table 2. Research Respondents (key informants)

Respondents	Justification
Partner and Empowerment Coordinator of PMPK Directorate	As a policy maker for literacy education programs
Sub-Coordinator of Partnership and Community Empowerment, PMPK Directorate	As a technical policy maker and implementer of literacy education assistance programs
Lebak Regency Education Office	As an initial verifier and implementer of literacy education assistance programs for the Lebak Regency area
Traditional figures	As a representative element of society or learning citizens
Head of Institution	As an organizer of literacy education programs

Data collection techniques use (1) Instruments in the form of questionnaires. Questionnaires are a technique or method of collecting data indirectly, the same as interview guidelines; the form of questions can vary, namely open questions, structured questions, and closed questions (Cresswell, 2014), (2) Interviews, namely data collection are used to obtain information directly from the source. There are several factors that influence the flow of interview information, namely: interviewer, respondent, interview guide, and interview situation (Hadeli, 2006), (3) observation (Observation) by conducting direct observation of the research object to see up close the activities carried out, behavioral nature, human actions, natural phenomena, work processes, and the use of small respondents (Sudaryono, 2018).

The data analysis technique used to determine the factors between collaborative governance, participation levels, and community empowerment of community empowerment programs in the field of literacy education is by using SEM (Structural Equation Modeling) analysis. The SEM method is a development of path analysis and multiple regressions, both of which are forms of multivariate analysis models (Junaidi, 2018). Analysis *Partial Least Square* (PLS) is used to find out alternative strategies that can be used to optimize the program in the future.

RESULTS AND DISCUSSION

Literacy education is an effort to provide educational services to the community in order to increase literacy rates, in other words to eradicate illiteracy. Literacy education itself consists of basic literacy education and advanced literacy specifically for illiterate people aged 15-59 years and 59 years and over. Literacy education is one way to liberate and empower the community including the community in the Remote Indigenous Community (KAT). This is in line with previous research conducted by (Nurwahyuliningsih et al., 2022). Empowerment of remote indigenous communities through educational programs consists of several activities, namely the development of facilities and infrastructure, the implementation of educational programs in the form of formal education such as elementary to senior high school education, followed by non-formal education such as alternative education and community learning activities, as well as skills enhancement for the beneficiaries.

Implementation of Collaborative Governance in Community Empowerment Programs Literacy Education in Indigenous Communities

The implementation of community empowerment programs in the field of literacy education requires collaboration between actors, namely the central government, local governments, institutions and the community. Several external factors that influence a person according to (Anwas, 2013) are government policy, family support, institutional support, and community support. The efforts are expanding access to education for all citizens, equalizing the quality of education, improving the relevance of graduates, and advancing the governance of Indonesian culture and language. Special attention is given to marginalized communities in terms of geographic environment and economic conditions. The central government implements the program, starting from updating the illiteracy rate in order to find out the number of targets per Regency/City area for 2022 which prioritizes the red zone for illiteracy. Data updating is in collaboration with the Central Statistics Agency and the Center for Data, Technology, and Information (Pusdatin). The data is processed by BPS and Pusdatin then the number of illiterate people aged 15 years and over is obtained, then adjusted to the allocation of the APBN budget quota for Education Operational Assistance (BOP) Literacy per Regency/City area. The elements involved in preparing the guidelines for the implementation of basic literacy education are: the central government (Directorate of PMPK), education office, Central Literacy Tutor Forum (FTKP), Representatives of institutions (SKB/PKBM), community and/or traditional leaders, and academic elements.

The central government, the regional government, namely the Lebak Regency Education Office, followed up on the socialization of the aid funds, and then carried out initial verification of the institutions applied to receive assistance. The allocation of assistance is for 200 students in Lebak Regency, Banten as recipients of literacy education program assistance. Institutions receiving literacy assistance for 2022 in Lebak Regency are: (1) Cundamani Community Empowerment Center, (2) Amanah Permata Agung Community Empowerment Center, and (3) Harapan Bangsa Community Empowerment Center. The steps taken by the institutions are to conduct socialization to the community regarding the community empowerment program in the field of literacy education so that the community

participates in the program. A more detailed explanation of the coordination or collaboration between the central government, regions, and institutions is presented in Table 3.

Table 3. Coordination and Implementation

Central government	Education authorities	Institution
1. Provision of APBN budget or BOP for Literacy Education	1. APBD financing (if available)	1. Financing (if available)
2. The Directorate makes regulations by creating guidelines for implementing basic literacy education.	2. Socialization	2. Socialization of implementation guidelines
3. Socialization of implementation guidelines	3. Verification of prospective aid recipients	3. Identifying potential aid recipients
4. Technical guidance for literacy education programs	4. Supervision, monitoring and evaluation	4. <i>Entry</i> prospective student data to Dapodik
5. Verification of service proposals and supporting documents	5. Orientation of tutors or basic literacy educators	5. Receipt of BOP Literacy funds
6. Distribution of Literacy Education BOP	6. Assessment of the learning process (forming an assessment team)	6. Tutor orientation
7. Supervision, monitoring and evaluation	7. Make a proposal to the center to issue a SUKMA (Literacy Certificate) serial number	7. Program implementation
8. Issuance of SUKMA serial number (Literacy Certificate)	8. Issuance of SUKMA (Literacy Certificate) forms in coordination with institutions	8. Assessment of the learning process
9. <i>Assessment</i>		9. Submission of SUKMA (Literacy Certificate)
		10. Issuance of SUKMA (Literacy Certificate) forms in coordination with the service

Based on the interview results shown in the table, coordination is needed in implementing the literacy education empowerment program. The implementation of collaboration has been established in the planning, implementation, and evaluation processes of the program. The central government makes plans to create regulations (implementation guidelines) involving competent elements, and then, at the regional level, the regional government coordinates with institutions, traditional leaders and/or community leaders in socializing the program to the community. Community participation is needed so that the program can run well.

The availability of human resources in running the program is also very necessary; the agency should also carry out capacity building and mentoring for institutions and tutors. The goal is for institutions to fully understand the program and involve supervisors for coaching, supervision, and mentoring. Coordination for sustainability programs and partnerships with CSR involvement is also needed so that learners as beneficiaries of the program can receive optimal program benefits and be empowered in terms of competence. Partnerships can expand the reach of learners after receiving literacy education programs. This indicates the importance of collaboration and inclusiveness in optimizing the program. The process of empowering literacy education begins with the input, process, and output stages which are more detailed in Table 4.

Field findings based on interview results show that the learning process is running well in accordance with the time allocation and provisions stated in Permendikbud Number 86 of 2014 concerning Guidelines for the Implementation of Basic Literacy Education. The obstacles encountered during the learning process are access and the unavailability of facilities and infrastructure. Students are motivated to participate in the learning program so that there is great hope from the institution to hold a further literacy education program. Community empowerment programs are a way to free the community from helplessness. According to Freire (1973) related to the selection of community empowerment methods, he stated that adult education activities such as community empowerment are a process of awareness towards liberation. In this empowerment program, the theory has been applied with a people center development system. The learning materials taught are adjusted to the activities or daily lives of the community so that they are easily understood by the students.

Meanwhile, the results or output of this literacy education are the average score of 200 students in three literacy education graduate institutions in Lebak Regency is 79; the score is included in the good category, after conducting the next assessment, namely submitting a certification. The 47 certifications are intended to be competency certificates that students who have received the program already have

Table 4. Input, Process, and Output Stages

Input (input)	Process	Output
1. Literacy education students who take part in the learning process with an age range of 15-59 years	1. Allocation of time for literacy education learning 114 hours	1. A total of 200 students who participated in the program were declared to have graduated.
2. The cost of the literacy education program is only supported by APBN funds.	2. Learning methods: face to face, tutorial	2. Communities that participate in literacy education programs have increased literacy competencies (empowerment) in knowledge, skills, and attitudes.
3. Literacy tutors are prioritized to be domiciled near the learning location. Tutors have not received special training. Tutors only learn from laws and regulations, learning implementation guidelines, and learning videos.	3. Learning media: teaching materials/modules, teaching aids, and learning videos	3. The community has the skills and opportunities to participate in advanced programs, get involved in the community, and have entrepreneurial knowledge.
	4. Assessment of learning outcomes: preparation of questions, implementation of exams, and publication of SUKMA	

basic competencies, which means that their empowerment in terms of basic competencies has increased. Students who have been declared to have passed will be given a certification in the form of a Literacy Certificate (SUKMA). This literacy education empowerment program is linked to sociological theory. Talcott Parsons (1994) who discusses the functional structure of this empowerment program has implemented it. The process of implementing the literacy education empowerment program, involves the central government, local government, institutions, and communities in indigenous communities. The result is that 200 students were declared to have graduated, meaning that this empowerment program can improve individual competence; it can help the community to solve daily life problems. This is in line with the theory put forward by Talcott Parsons (1994) using the term action means the activity, creativity, and process of individual appreciation. The literacy education learning process is also inseparable from participation from the government to the community and remains in the norms and customs that apply in indigenous communities.

Analysis of Factors in the Implementation of Collaborative Governance in Community Empowerment Programs in the Field of Literacy Education

The influencing factors are identified by inferential statistical tests using SmartPLS3 software with Partial Least Square (PLS) analysis. The measurement of the proportion of variable variance depends on the average range explained by the independent variable or predictor. If the predicted value is greater or closer to 1, the prediction made is more accurate. The range of R-square values is between 0-1, the value is always positive. Chin provides criteria for R-square values of 0.67, 0.33, and 0.19 as substantial, moderate, and weak. If it is more than 0.7 then it is said to be strong (Narimawati, U., Sarwono, J., Munandar, D., & Winanti, 2020).

Table 5. R-Square Value

Variables	R-square	R-square Adjusted
Participation (Y1)	0.481	0.471
Level of Empowerment (Y2)	0.684	0.676

Based on Table 5, the following information can be interpreted and obtained:

- (1) The R-square value has a significant simultaneous (real) effect on Collaboration Level (X1), Environmental Support (X2), Empowerment Optimization Elements (X3) and Characteristics of Learning Citizens (X4) on Participation Level (Y1) which is 0.481 with an adjusted value of 0.471. This can be explained that the variables (exogenous constructs) simultaneously affect the participation variable by 48 per cent. The R-square and Adjusted R-square values > 0.33, so the influence of the variables is moderate.
- (2) The R-Square value of the simultaneous influence of Collaboration Level (X1), Environmental Support (X2), Empowerment Optimization Elements (X3), Citizen Characteristics (X4) and Participation Level (Y1) on the Empowerment Level (Y2) is 0.684 with an adjusted value of 0.676.

This explains that the constructs simultaneously influence the empowerment level by 68 per cent. The R-Square and Adjusted R-Square values > 0.33 mean that the influence of the variables is moderate.

According to Setiawati (2021), there is a high correlation between independent variables, so that the relationship between independent variables and dependent variables is disrupted. The multicollinearity test can be seen from the tolerance and Variance Inflation Factor (VIF) values and also the magnitude of the correlation between independent variables.

Table 6. Multicollinearity Test Results (VIF)

Research Variables	Participation (Y1)	Level of Empowerment (Y2)
Collaboration Level (X1)	1.582	1.687
Environmental Support (X2)	1.406	1.588
Optimization Element (X3)	1.110	1.212
Characteristics of Learning Citizens (X4)	1.329	1.401

Based on Table 6 (six) VIF scores, there is no VIF value >5, so there is no multicollinearity, each variable has met the standards set in the SEM-PLS analysis and can be continued to the next stage of testing.

Table 7. Fit Model

	Saturated Model	Estimated Model
SRMR	0.091	0.091
d_ULS	0.749	0.749
d_G	0.347	0.347
Chi-Square	412.986	412.986
NFI	0.634	0.634

The table results state that the SRMR value is 0.091 (<0.1), according to Hu & Bentler (1999) that the indicator can be said to be a suitable model or good fit if the value is less than 0.10. Based on the table results, the SRMR value of 0.091 <0.1 means that the model is suitable or in accordance with the data. Structural model analysis (inner model) is carried out to describe the estimated relationship between 1 (one) latent variable (construct) with other latent variables. The following are the results of the inner model test after bootstrapping (second stage testing) obtained factors that influence the application of collaborative governance in optimizing the empowerment program in the field of literacy education in indigenous communities presented in Figure 1 (one).

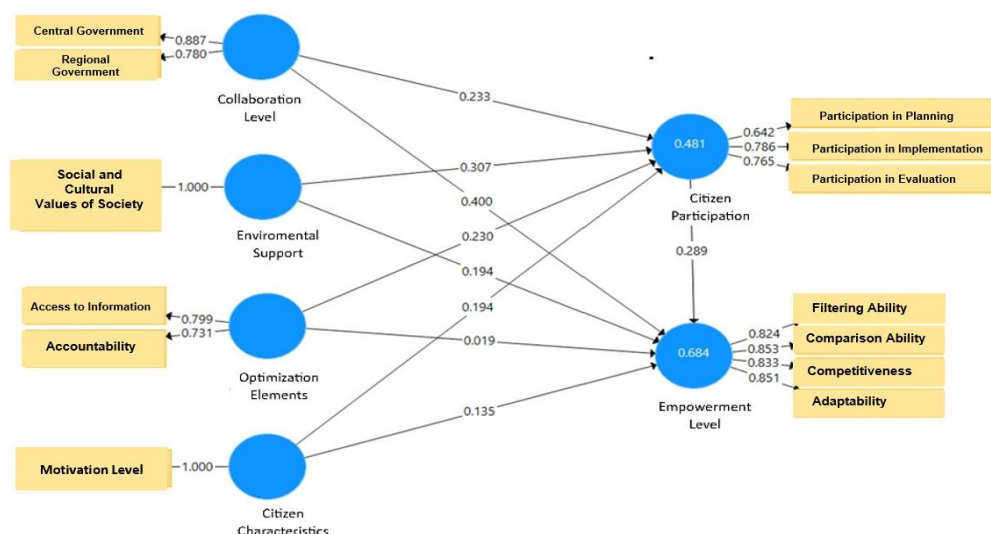


Figure 1. Inner Model of Collaborative Governance Implementation in Empowerment Programs Community Literacy Education Field

Table 8. Path Coefficient (Direct Influence)

Research Variables	Original Sample	T Statistics	P Values
Collaboration Level (X1) → Participation Level (Y1)	0.233	3,553	0.000
Environmental Support (X2) → Participation Level (Y1)	0.307	4,715	0.000
Optimization Element (X3) → Participation Level (Y1)	0.230	3.613	0.000
Citizen Characteristics (X4) → Participation Level (Y1)	0.194	3.074	0.002
Collaboration Level (X1) → Empowerment Level (Y2)	0.400	6.836	0.000
Environmental Support (X2) → Empowerment Level (Y2)	0.194	2.981	0.003
Optimization Element (X3) → Empowerment Level (Y2)	0.019	0.400	0.689
Citizen Characteristics (X4) → Level of Empowerment (Y2)	0.135	2.370	0.018
Participation Level (Y1) → Empowerment Level (Y2)	0.289	4.616	0.000

Factors Affecting Participation Levels

Simultaneously the influence of the four variables on the participation rate of $R^2 = 0.481$ can be described that the diversity of data that can be explained by the model is 48 percent, while the remaining 52 percent is explained or influenced by other factors not examined in this study. Based on the results of Figure 1 obtained in succession significantly influence the largest on the participation rate, namely: environmental support (social and cultural values of the community), collaboration level (government support), optimization elements (accountability and access to information), and citizen characteristics (level of motivation). Based on the results of the study, the first hypothesis can be accepted that all variables have a significant effect on the participation rate.

The fact in the field is that the highest influence on the community empowerment program in the field of literacy education is environmental support. The local community's socio-culture which contains norms or rules in the community includes contributions from traditional figures and community leaders who approach and motivate residents to learn without violating the applicable norms or traditional rules. For residents of the traditional community, things discussed by traditional figures or community leaders must be followed. This is in line with previous research by Latif (2018) which states that culture is a condition or state that occurs.

The results of the study on central government support to empower communities and open up opportunities to develop the potential of marginalized indigenous communities, this program is fully supported by the APBN funds. The role of local governments is to socialize and monitor the learning process. The role of institutions in implementing learning programs is in accordance with the implementation guidelines; the facts in the field are that the program runs according to the time allocation of 114 hours, and 200 students have graduated from the basic literacy education program. Based on the results of the study, the community is enthusiastic about participating in the ongoing program (advanced literacy), but the lack of facilities such as facilities and infrastructure is a highlight and hope for institutions and residents. This was conveyed by the following HR tutor:

"One thing we can ask for is help for development for tutors, especially new tutors. So far, we have only provided references from the rules of the Ministry of Education and Culture, literacy videos. But tutors still have difficulty with several things". (05/17/2023).

The level of community motivation has increased towards the literacy education program. The role of the community is an important element in the implementation of the program. Initially, the community did not know about literacy education, and then an approach was made to the community by coordinating between the local government (education office), institutions, traditional leaders and/or community leaders, and the local RT/RW to conduct data collection and socialization related to the literacy education program which ultimately made the community willing to follow the program. The level of community motivation to be actively involved in the program started from planning, process, to evaluation of learning; this was conveyed by the following SK community leader:

"Initially, residents did not know what literacy was, the routine of residents farming, gardening. However, I gathered residents and explained it together with Mr. Herdi as the head of the institution. Finally, residents wanted to get involved, otherwise they would not want to participate, because residents could not read. The impact of this activity provides a new routine for residents". (05/16/2023).

Based on the research results, it can be concluded that the implementation of collaborative governance requires an active role (participation) from the actors involved. This is in line with the previous research

conducted by (Farina Ekarini, 2022) who states that the collaboration process will be achieved if all parties can play a role in the collaboration process. These roles include active participation, equal distribution of power, and increasing the competence of the parties involved.

Factors Affecting the Level of Empowerment

Simultaneously the influence of the four variables on the level of empowerment of $R^2 = 0.684$ can be described that the diversity of data that can be explained by the model is 68.4 percent, while the remaining 31.6 percent is explained or influenced by other factors not examined in this study. Based on the results of Figure 1 obtained in succession significantly influence the largest on the level of empowerment, namely: level of collaboration, level of participation, environmental support, citizen characteristics, while the optimization element has an influence but is not too significant. Based on the results of the study, the second hypothesis can be accepted even though there are differences for the optimization element variables that have an influence but are not too significant.

The facts in the field show that all actors work together and collaborate to run the program. The results of field research and interviews so that the program can run are carried out in collaboration and various parties are involved starting from planning, process, evaluation. Planning the program involves local governments, institutions, and the Central Literacy Tutor Forum (FTKP) to prepare the planning; the community is involved during the learning implementation process; and the program evaluation process involves students, education offices, supervisors, institutions, to reporting to the central government. This literacy education program is funded by the central government through the APBN fund. Provision of access is carried out with the availability of follow-up programs; this was conveyed by the Sub-coordinator of the CS Partnership, as follows:

"The number of BOP literacy recipients this year is 33,000; Lebak Regency received 200 people for three institutions. In the future, there will be an advanced literacy program (KUM). Alumni of last year's literacy education, on the condition that they already have SUKMA, have NIK. If you are late in submitting your name, the quota will be transferred to recipients from the previous year". (CS, Partnership Sub-coordinator, PMPK Directorate, 06/16/2023).

This collaboration process is important to be supported by all parties (actors) because empowerment is a shared responsibility, not entirely the responsibility of the government. This is in accordance with research conducted by (Saifuddin, 2018). Participation influences the level of empowerment. In this literacy education program, residents only need to participate as conveyed by the following MR learning residents:

"Before, my mother couldn't read, she didn't even know the letters. Now you can read it like reading the product date when you buy it at a shop. I can count, so slowly, Mum, I already understand. My mother is happy to take part in literacy activities and be able to gather in touch with others too. (18/05/2023)"

The achievement of these basic competencies is useful for solving daily life problems so that residents already have empowerment in terms of community competency, have the ability to filter out true and false information, residents also have the ability to adapt to existing changes, with increasing basic abilities, residents have the ability to compete and be competitive, namely the community has the ability to develop and be the same as others, if there is a sustainability program, residents learn to have entrepreneurial skills in the future can improve the community's economy. This is in accordance with the results of research conducted by Mutmainah et al., (2015) stating that community empowerment can be seen through changes from low levels to higher levels, empowerment includes: levels of knowledge, attitudes and skills.

Empowerment of literacy education helps the community in overcoming daily life problems. In line with research conducted by Sumardjo et al., (2021) activities carried out by the community can be done to overcome their life problems. The impact of empowerment activities is reflected in the formation of individuals and communities that are independent (empowered), prosperous, and dignified. Increasing community empowerment is carried out through basic literacy education programs. In line with the previous research conducted by (Orphan, 2015) which states that basic literacy education integrates literacy eradication activities with community economic productivity activities. Literacy education provides reading, writing and arithmetic skills strengthened by vocational skills that utilize the potential of the local environment or locality. Strengthened by research conducted by Jessica et al., (2017) this

program has succeeded in motivating people to break free from the shackles of illiteracy so that people are more empowered.

Factors Influencing the Level of Empowerment through Participation

Based on the results obtained using SEM-SmartPLS, the following are the results of the indirect influence on each latent variable (construct) presented in Table 9.

Table 9. Indirect Effect (Indirect Influence)

Variables	Original Sample	T Statistics	P Values
Collaboration Level (X1) → Participation Level → Empowerment Level (Y2)	0.067	2.551	0.011
Environmental Support (X2) → Participation Level → Empowerment Level (Y2)	0.089	3.535	0.000
Optimization Element (X3) → Participation Level → Empowerment Level (Y2)	0.067	2.897	0.004
Citizen Characteristics (X4) → Level of Participation (Y1) → Level of Empowerment (Y2)	0.056	2.386	0.017

Interpretation of the research results in Table 8 concludes that all variables have an indirect effect on the level of empowerment through the level of participation, namely: environmental support, level of collaboration, optimization elements, and characteristics of learners. Based on this, it can be concluded that the third hypothesis can be accepted. Findings in the field show that the enthusiasm of learners to participate in literacy education is quite good, and so are the evaluation results (output). This is a joint role of the actors involved to continue to motivate learners to continue to develop themselves and participate in sustainable programs.

The results of the study have obtained factors that influence the implementation of collaborative governance in community empowerment programs in the field of literacy education however, there needs to be a strategy implemented so that the program is more optimal in the future. Strategy is a comprehensive plan that is carried out to achieve a goal (Griffin, 2004). Based on the data analysis carried out previously with Partial Least Square (PLS) analysis, it can be seen that the factors that influence the level of participation and level of community empowerment are level of collaboration (government support), level of participation, environmental support (social and cultural values of the community), citizen characteristics (level of motivation), and optimization elements (access to information and accountability).

A good strategy involves all parties, stakeholders who can be used as sources of information in formulating strategies, namely: Partner and Empowerment Coordinator of the PMPK Directorate, Sub-coordinator of Partnership and Community Empowerment of the PMPK Directorate, Lebak Regency Education Office, Traditional leaders or community leaders, and Head of Institutions. The formulation of strategies is carried out to facilitate planning, implementation, evaluation, and division of tasks. Strategies that can be formulated based on priorities in optimizing literacy education empowerment programs are as follows:

1. Strategy in optimizing community empowerment programs in the field of literacy education through increased collaboration (support from central government and local governments). In addition, collaboration is carried out between institutions and communities.
2. Strategy in optimizing community empowerment programs in the field of literacy education by increasing the participation of all actors (central government, local government, community, and institutions) in planning, implementing, and evaluating literacy education programs.
3. The strategy for optimizing community empowerment programs in the field of literacy education through environmental support is to increase the socio-cultural values of the community.
4. The strategy for optimizing community empowerment programs in the field of literacy education is by increasing students' motivation to participate in literacy education programs.

5. The strategy for optimizing community empowerment programs in the field of literacy education is through optimization elements, namely increasing access to information for the community and accountability for literacy education programs.

CONCLUSION

The actors who are involved in the collaboration process are the central government, local governments, institutions, and the community. The input to the program is the source of funds only from the APBN because there is no APBD fund; students aged 15-59 years who are still illiterate who have not received basic literacy education; and basic literacy education tutors are prioritized close to the residents' domiciles. The obstacle is that tutors have not received tutor training orientation. The learning process runs according to the time allocation of 114 hours, and 200 students are declared to have graduated with an average score of 79 (good category). The output of the program is that the community obtains basic competencies (empowered) so that they can continue to the advanced literacy education program.

Factors that directly influence the level of participation are variables of collaboration level, environmental support, optimization elements, and characteristics of learners. Factors that significantly influence the level of empowerment are the level of collaboration, environmental support, characteristics of learners, and participation, while optimization elements do not significantly influence it. Factors that indirectly influence the level of empowerment through the level of participation are variables of collaboration level, environmental support, optimization elements, and characteristics of learners. Based on these factors, the level of collaboration influences the level of empowerment and is influenced by the level of participation which provides a direct effect and an indirect effect on the optimization of literacy education empowerment programs in indigenous communities.

Based on this, collaborative governance is important in community empowerment programs in the field of literacy education because based on the research, without collaborative governance, the program cannot run well. In addition, in order to achieve program optimization, the central government can create a mapping and priority scale for recipients of the advanced program (KUM) and increase the capacity of tutors and education service operators. The local government increases its role in socialization and periodic monitoring of institutions and the community. It is hoped that in the future this program will continue so that the community or alumni of literacy education can continue to the advanced literacy program. The input is the APBN funds for students aged 15-59 years, and literacy tutors are prioritized close to the domicile of the residents.

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