

Collaborative Governance Pentahelix and the Management of Sports Development in South Sumatra: Key Challenges and Future Potentials

Pemerintahan Kolaboratif Pentahelix dan Pengelolaan Pengembangan Olahraga di Sumatera Selatan: Tantangan Utama dan Potensi Masa Depan



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ARTICLE INFORMATION	
Keywords Collaborative Governance Pentahelix; Sports Policy; Athlete Development;	ABSTRACT <i>This article explores the evolution of sports policy in South Sumatra, focusing on athlete development and the challenges faced in the implementation process. South Sumatra has emerged as a key player in national sports, hosting prestigious international and national events, yet the province struggles with consistently producing top-performing athletes. The study examines the complexities of sports policy, including the role of government and private sector collaboration, and the impact of infrastructure and resource availability on athlete performance. It also highlights the disconnected between the large-scale investments in sports facilities and the declining achievements of local athletes. Key challenges identified include the lack of a comprehensive and cohesive policy framework, minimal private sector involvement, and inadequate athlete development programs. Through a review of the existing sports policies, this article aims to provide insights into how South Sumatra can improve its athlete development strategies to address these challenges. The findings emphasize the need for coordinated efforts between government, private stakeholders, and local communities to create a sustainable model for sports development in the province.</i>
Kata Kunci Pemerintahan Kolaboratif Pentahelix; Kebijakan Olahraga; Pengembangan Atlet;	ABSTRAK Artikel ini membahas evolusi kebijakan olahraga di Sumatera Selatan, dengan fokus pada pengembangan atlet dan tantangan yang dihadapi dalam proses implementasinya. Sumatera Selatan telah muncul sebagai pemain kunci dalam olahraga nasional, menjadi tuan rumah berbagai acara bergengsi di tingkat nasional dan internasional, namun provinsi ini masih kesulitan untuk secara konsisten menghasilkan atlet-atlet berprestasi. Penelitian ini mengkaji kompleksitas kebijakan olahraga, termasuk peran kolaborasi pemerintah dan sektor swasta, serta dampak ketersediaan infrastruktur dan sumber daya terhadap kinerja atlet. Studi ini juga menyoroti keterputusan antara investasi berskala besar dalam fasilitas olahraga dan menurunnya prestasi atlet lokal. Tantangan utama yang diidentifikasi termasuk kurangnya kerangka kebijakan yang komprehensif dan kohesif, minimnya keterlibatan sektor swasta, dan program pengembangan atlet yang tidak memadai. Melalui tinjauan terhadap kebijakan olahraga yang ada, artikel ini bertujuan untuk memberikan wawasan tentang bagaimana Sumatera Selatan dapat meningkatkan strategi pengembangan atletnya untuk mengatasi tantangan-tantangan tersebut. Temuan-temuan yang ada menekankan perlunya upaya yang terkoordinasi antara pemerintah, pemangku kepentingan swasta, dan masyarakat setempat untuk menciptakan model pengembangan olahraga yang berkelanjutan di provinsi ini.
Article History Send 30 th April 2025 Review 4 th July 2025 Accepted 15 th Sept 2025	Copyright ©2026 Jurnal Aristo (Social, Politic, Humaniora) This is an open access article under the CC-BY-NC-SA license. Akses artikel terbuka dengan model CC-BY-NC-SA sebagai lisensinya.



Introduction

Sports play a significant role in shaping national identity, with their principles influenced by the diverse social, cultural, and geographical landscape of a country. This diversity makes certain values in sports particularly important (Moshinsky, 2016). To enhance athletic performance, all parties involved must collaborate effectively, as this is a complex issue that requires immediate and coordinated efforts. Theories suggest that the complexity of these issues demands a cooperative approach (Ansell & Gash, 2015). In South Sumatra, the government holds a key position in advancing athlete performance by collaborating with both public and private sectors. The provincial government of South Sumatra is responsible for implementing collaborative efforts in developing the sports sector. Such collaboration, which includes support from the private sector and the community, is crucial for achieving both ethical and material backing, ensuring the long-term success of these initiatives.

Collaborative Governance arises from the initiatives of multiple stakeholders, aiming to solve public issues through cooperation. The challenge of improving sports performance is a multifaceted problem that requires swift cooperation among all parties involved (Cut, 2007). Positive or negative outcomes can emerge from these partnerships, with communication being at the core of collaboration. Face-to-face discussions, trust-building, and shared commitment are essential indicators in this process (Astuti et al., 2020). One critical goal in athlete development is identifying young, talented athletes who can become the future champions. However, achieving high performance is not easy, requiring discipline, patience, and continuous effort. It is a gradual process that demands years of consistent training (Robbins et al., 2006). Beyond individual success, sports serve as a tool for nation-building, fostering unity, character development, and driving other sectors of national development.

For instance, Colombia recognized the importance of sports by elevating Coldeportes to a Ministry of Sports in 2019, signaling the growing significance of sports in national life and the global stage. Similarly, it is important for this research to examine how Collaborative Governance is applied in athlete development in South Sumatra. This study seeks to explore the factors that may either support or hinder collaboration efforts in the future. In Indonesia, sports development is guided by national strategies outlined in (Presidential Regulation No. 86 of 2021 on the Grand Design for National Sports (Desain Besar Olahraga Nasional), 2021). The Ministry of Youth and Sports Affairs (Kemenpora) has launched several initiatives, including programs aimed at improving physical fitness, building a database of

athlete literacy, talent identification, using sports science, and optimizing regional sports centers. Under strong commitment, Kemenpora continues to coordinate with various government bodies and regional administrations to make sports development a national and local priority.

The National Sports Grand Design (Desain Besar Olahraga Nasional, DBON) is fundamentally aligned with President Joko Widodo's vision, as part of the Human Resource Development (HRD) agenda aimed at enhancing productivity and competitiveness through the promotion of national culture and sports. The DBON spans the period from 2021 to 2045, leading up to the centennial of Indonesia's independence. Its formulation is based on the vision outlined in (Presidential Regulation No. 18 of 2020 on the National Medium-Term Development Plan (RPJMN) for 2020-2024, 2020). As a comprehensive blueprint, the DBON serves not only as a new roadmap for fostering a healthy, fit, and productive human capital but also as a strategic framework for enhancing national competitiveness on the global stage. Through this grand design, sports are expected to contribute to economic, social, and tourism development, as well as national resilience and nation-building efforts.

In implementing this national blueprint, South Sumatra has been identified and entrusted by the central government as one of the key regions for nurturing high-caliber athletes in various sports disciplines. This confidence is rooted in strong, evidence-based rationale for assigning such a responsibility to the province. Over the past decade, South Sumatra has emerged as a standout region in Indonesia, particularly in hosting prestigious sporting events. Between 2011 and 2019, the province successfully hosted numerous international and national sports tournaments, including the 2011 Southeast Asian Games, the 2013 Islamic Solidarity Games, the 2014 Asian University Games, the Asian Triathlon Championship, the 2018 Asian Games, the 2019 Motocross MXGP, and the 2019 Bowling World Cup.

South Sumatra's development extends beyond urban planning, encompassing extensive investment in sports facilities and infrastructure that align with the increasing number of high-profile events hosted in the region. Key supporting facilities, such as the Sriwijaya State Sports School (Sekolah Olahraga Negeri Sriwijaya, SONS) in Palembang, the Physical Education and Health Study Program (Penjaskes) within the Faculty of Teacher Training and Education (FKIP) at Universitas Sriwijaya, and international-standard sports facilities in Jakabaring Sport City, further bolster the province's status. Additionally, South Sumatra has become a model province for fostering sports branches included in the DBON. Consequently, it is unsurprising that South Sumatra has been selected as a central hub for

sports development in western Indonesia, due to its demonstrated capacity to produce national-level athletes and efficiently manage the development system from upstream to downstream.

The efforts made by various stakeholders, especially the South Sumatra provincial government, to develop and enhance sports in the region have fallen short of expectations due to several unresolved challenges. These include the lack of a clear roadmap or platform, unstructured institutional frameworks, an absence of shared understanding, and limited involvement from the community, NGOs, and other interested parties. Currently, stakeholders are working in isolation without forming a unified, collective approach. To overcome these challenges and elevate athlete performance, the introduction of a collaborative governance model is suggested. This approach would involve multiple parties, including government bodies, private entities, and regional-owned enterprises (BUMD), extending down to local levels throughout South Sumatra. Collaborative governance is seen as the most effective strategy to address these sports-related issues by encouraging collective action. Success in sports would help attract stakeholder participation and foster collaboration towards achieving shared policy goals. This study aims to explore the model of collaborative governance in the sports development in South Sumatera, evaluate the key challenges, and provide recommendations to the management of sports industry and sports-related development within the province.

Method

This research utilized a descriptive-qualitative methodology to examine the existing state of sports development and the implementation of sports policies in South Sumatra Province. The data for this study were drawn from multiple sources, including reports from the Ministry of Youth and Sports, the Office of Youth and Sports in South Sumatra Province, relevant government publications, and other pertinent statistical datasets.

Primary data were collected through structured interviews with officials and policy makers at the Office of Youth and Sports in South Sumatra Province. In addition, a survey was also conducted on a group of the board members of sports branch associations across South Sumatra and representatives from the National Sports Committee of Indonesia (KONI) in South Sumatra Province to gain insight into their experiences in the development of sports, especially related to the management of sport competitions, athlete development, as well as facilities and infrastructure. Secondary data were obtained from official reports, academic journals, and publicly available statistical databases. This data includes

information on the number of competitions participated, athlete development, and funding on each sports branch per year.

The data collected from various sources were validated through triangulation, a process in which information from different sources was cross-checked to ensure its accuracy and consistency. Additionally, Focus Group Discussions (FGDs) were held with experts and stakeholders in the field of labor migration to gain deeper insights into the challenges encountered by members of sports branch associations and representatives from KONI.

The collected data was analyzed using descriptive statistical methods to describe the sport policy, sports development, and athlete development in South Sumatra, especially related to the management of sport competitions, athlete development, facilities and infrastructure, competitions participated, athlete development, and funding on each sports branch per year. The results of the analysis were then interpreted in a policy context to identify the main issues that might hinder the implementation of collaborative governance in the development of sports in South Sumatra and recommend strategies that can be adopted by the provincial Government.

Result and Discussion

Current conditions of sports development in South Sumatra

In analyzing the current state of sports development in South Sumatra, data was sourced from multiple references to understand its dynamics. This is essential for informing policy formulation, particularly in evaluating the provincial government's efforts to improve athlete training and sports infrastructure, with the goal of enhancing competitiveness at both the national and international levels. The Indonesian government has implemented a strategic approach to national sports development through (Presidential Regulation No. 86 of 2021 on the Grand Design for National Sports (Desain Besar Olahraga Nasional), 2021). In executing this strategy, the Ministry of Youth and Sports (Kemenpora) has initiated various programs aimed at improving the physical fitness of the population, creating a database for analyzing athletes' physical literacy, talent identification, the application of sports science, and optimizing regional sports centers.

The DBON reflects President Joko Widodo's vision for human resource development, focusing on enhancing productivity and competitiveness through the advancement of national sports and culture from 2021 to 2045, coinciding with Indonesia's centennial anniversary. The DBON's formulation is grounded in (Presidential Regulation

No. 18 of 2020 on the National Medium-Term Development Plan (RPJMN) for 2020-2024, 2020). This grand design serves not only as a new roadmap for fostering a healthy, fit, and productive human capital but also as a strategic means of boosting national competitiveness on the global stage. Through this grand design, sports are expected to contribute to economic, social, and tourism development, national resilience, and the cultivation of national character (nation and character building).

The strategic aspects of the Office of Youth and Sports are developed by incorporating organizational issues, challenges, and policy directions, along with the programs outlined in the 2018-2025 Strategic Plan (Renstra) for the Office of Youth and Sports in South Sumatra Province. These aspects also address key issues related to the ministry's duties and functions. The main areas of focus include:

1. **Establishing and refining legal frameworks:** This involves creating or improving laws and regulations to ensure effective governance and accountability, fostering a system that promotes transparency and efficiency within the department.
2. **Restructuring and strengthening organizational management:** This includes the organizational restructuring to improve efficiency, enhancement of governance practices, strengthening the management of human resources within the apparatus, and increasing accountability mechanisms and improving the quality of public services.
3. **Developing effective and efficient control mechanisms:** The focus here is on creating systems for monitoring and evaluation that are both efficient and effective in managing operations, ensuring that organizational goals are met while maintaining resource efficiency.
4. **Formulating policies oriented toward public welfare, competitiveness, and investment:** The department is tasked with developing policies that aim to improve community welfare, boost competitiveness in various areas (such as sports performance), and create an environment conducive to investment, thus promoting economic and social development.

According to (Law No. 11 of 2022 on Sports, 2022), sports are defined as activities involving the mind, body, and soul in an integrated and systematic way, aimed at fostering and developing physical, mental, social, and cultural potential. Furthermore, Presidential Regulation No. 86 of 2021 on the Grand Design of National Sports (DBON) mandates that provincial and district/city governments must manage at least one flagship sports discipline, as specified in DBON, to promote excellence in regional sports development.

In support of the National Sports Grand Design (DBON), the South Sumatra Provincial Youth and Sports Office has implemented the Educational Sports Development and Management Program, focusing on the development of young athletes. This program aims to cultivate high-potential athletes through various intensive training activities involving two key institutions: Sekolah Olahraga Negeri Sriwijaya (SONS) and the Student Development and Training Center (PPLP). The collaboration between these institutions serves as a crucial foundation for producing athletes who excel at both regional and national levels, with the results of these efforts reflected in the improved quality and achievements of young athletes, as illustrated in the figure below:

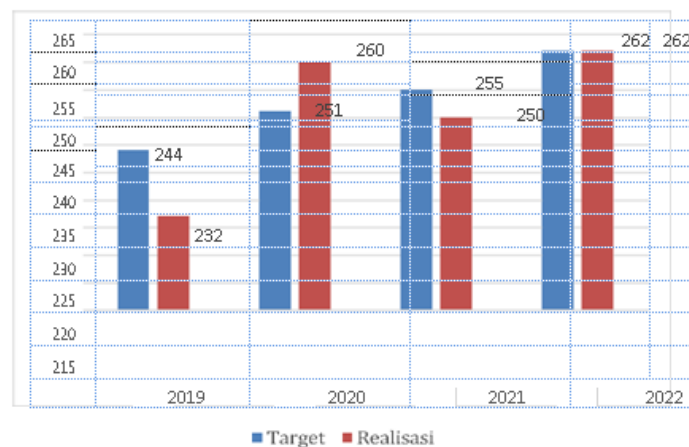


Figure 1. Achievement of Youth Athlete Development 2019-2022

Based on the graph above, it is evident that the realization of the Youth Athlete Development Indicator from 2019 to 2022 consistently met or exceeded the set targets. In 2019, the realization fell slightly below the target, with 232 athletes compared to the target of 244. However, from 2020 onwards, the actual figures not only met but also surpassed the targets. In 2020, the target was 260 athletes, while the realization reached 251. A similar trend continued in 2021 and 2022, where the realized figures either equaled or exceeded the targets, indicating a consistent and successful implementation of the development program during this period.

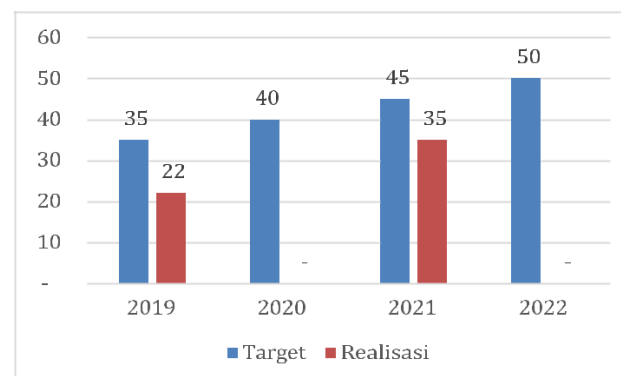


Figure 2. Achievement of High-Achieving Athletes Development 2019-2022

Based on the graph above, it is evident that the realization for 2022 is still in the data collection phase. In previous years, actual outcomes tended to fall short of the established targets. For instance, in 2019, the target was set at 35, but the realized figure only reached 22. In 2020, no realization data is presented, while in 2021, the target was 45, but only 35 was achieved. This indicates that despite the increasing targets over the years, the actual outcomes have not fully met expectations, particularly for 2022, where the results are yet to be determined.



Figure 3. Total medals acquired by young athletes in 2019-2022

Based on Figure 4, which illustrates the total number of medals acquired by young athletes from 2019 to 2022, it is evident that the championships in 2020 were not held due to the COVID-19 pandemic, which prohibited mass gatherings. In 2019, the target for medals was set at 30, with a realization of 25 medals being achieved. In contrast, 2021 saw a significant spike, with a target of 35 medals, but young athletes exceeded expectations by securing 54 medals. However, for 2022, while the target was set at 40, the realization data is still in the process of being gathered, with only 4 medals confirmed thus far. This suggests either incomplete reporting or that the 2022 achievement may fall substantially short of the target, pending final data collection.

Collaborative Governance and Sports Management in South Sumatra

The National Sports Grand Design (DBON), established from the government's vision of achieving Indonesia Emas, mandates collaboration across various stakeholders. As outlined in Article 5, Paragraph 1, DBON implementation involves synergistic cooperation between central and regional governments (provincial and district/city levels), sports organizations, the business and industrial sectors, individuals, academics, and the media. This multi-stakeholder approach aligns with the concept of collaborative governance, as described by (Ansell & Gash, 2008), which involves government partnerships in delivering

public services. Collaborative governance is characterized by decision-making processes where partners co-create goals and strategies while sharing responsibilities and resources (Davies & White, 2012). Unlike other collaborative or stakeholder interaction models, collaborative governance emphasizes shared power among all involved parties in policy development, from decision-making to evaluation.

In analyzing sports development governance in South Sumatra through the lens of DBON, the collaborative governance model proposed by Ansell & Gash proves particularly relevant. Using a qualitative descriptive research method involving observations, interviews, document analysis, and literature studies, this study is grounded in (Presidential Regulation No. 86 of 2021 on the Grand Design for National Sports (Desain Besar Olahraga Nasional), 2021). (Ansell & Gash, 2008) highlight that the government plays a central role in collaborative governance, especially in initiating and driving collaboration. Ansell & Gash identify four key variables of collaborative governance, namely: (1) starting conditions, (2) institutional design, (3) leadership, and (4) the collaborative process (Ansell & Gash, 2008).

This study identifies the involvement of key actors in collaborative governance in sports management in South Sumatra, specifically the Provincial Government, the Youth and Sports Office (Dispora), the National Sports Committee of Indonesia (KONI), and the Regional Sports Associations across South Sumatra. Collaboration among these actors is critical in developing the region's sports potential. The Provincial Government coordinates policy and budget allocations, while KONI and the sports associations handle technical program implementations aimed at improving athlete performance. Additionally, Dispora plays a vital role in ensuring that sports development is equitably distributed across all levels, from grassroots to professional athletes.

To further understand the dynamics of collaboration and the effectiveness of sports management in South Sumatra, the insights from questionnaires distributed to regional sports associations offer valuable insights into their perspectives on current practices, challenges, and opportunities for improvement. From the questionnaires inquired to the regional sports associations, the study highlights several drawbacks that hinder the advancement of sports management in Sumatra Selatan. First, there is lack of optimal synergy between these stakeholders, which is evident in South Sumatra's underperformance in national and international sports competitions. For example, South Sumatra's contribution to the National Sports Week (PON) and other national events has been disappointing, despite the region's considerable potential. There are also infrastructural gaps and limited resources available for athlete training and development, which hinder performance growth. Second,

the heavy reliance on government funding, primarily through the Regional Government Budget (APBD) and National Government Budget (APBN) posits a serious issue in the financing of sports in South Sumatra. This funding is often insufficient, leaving little room for infrastructure development or athlete support. Third, bureaucratic issues, such as the dependency on grant mechanisms, introduce legal risks, as seen in past cases of mismanagement and corruption. Despite the grand ambitions of the DBON, South Sumatra faces substantial challenges. The document acknowledges that legal frameworks are insufficient to regulate important regional sports activities, such as PORDA (Provincial Sports Week) and PORPROV (Provincial Sports Championships), both crucial for athlete development. These regulatory gaps further impede the region's ability to effectively manage sports development, suggesting a need for better legal instruments and clearer policies to ensure sustainable sports governance.

Ansell & Gash emphasize that effective collaborative governance requires strong institutional design, leadership, and a collaborative process (Ansell & Gash, 2008). However, in South Sumatra, the study identifies a lack of optimal synergy between key stakeholders, including the Provincial Government, KONI, Dispora, and regional sports associations. This has led to poor performance in national competitions, inadequate infrastructure, and reliance on insufficient government funding. Additionally, bureaucratic challenges and legal gaps, such as issues with grant mechanisms and the absence of a solid regulatory framework for regional sports events, further hinder effective collaboration. Thus, while the foundational elements of collaborative governance are present, their execution has been insufficient to meet the DBON's objectives effectively.

Conclusion

In conclusion, sports development in South Sumatra, guided by the National Sports Grand Design (DBON), faces significant challenges despite its potential. Collaborative governance is a promising framework for addressing these issues, but there are critical gaps in stakeholder synergy, infrastructure, and legal frameworks. While key actors such as the Provincial Government, KONI, and Dispora are involved, their collaboration has not fully optimized the region's sports potential. To overcome the challenges identified in South Sumatra's sports development, several key actions need to be undertaken. First and foremost, improving stakeholder synergy is crucial. The existing disconnect between the Provincial Government, KONI, Dispora, and regional sports associations has hindered effective collaboration. There should be a clear and consistent platform for communication between

these entities. Regular coordination meetings and perhaps the creation of a dedicated task force focusing on collaborative governance in sports could foster better decision-making and ensure responsibilities are shared more efficiently.

Another critical area for improvement is funding diversification. The current heavy reliance on government budgets, which are often insufficient, leaves little room for proper athlete support and infrastructure development. It is imperative that South Sumatra explores other sources of funding, such as partnerships with private sector investors, local businesses, and even international sponsors. Offering incentives for corporate sponsorship could go a long way toward boosting the resources available for sports development, while also reducing the pressure on government coffers. In addition, the region must focus on improving its sports infrastructure and support systems for athletes. Special attention should be given to the development and maintenance of sports facilities, particularly in rural or underserved areas. Establishing robust training programs and providing athletes with better resources can ensure long-term success, helping athletes develop beyond just national competitions and into the international arena.

A further step would be to enhance the legal and regulatory frameworks governing sports events in the region. The absence of clear policies for organizing important events such as PORDA and PORPROV has created regulatory gaps that hinder effective sports management. Lastly, leveraging sports science and technology could provide a competitive advantage. Increasing the use of data analytics and sports science to optimize training regimens, talent identification, and injury prevention would modernize the development of athletes in South Sumatra. Collaborating with universities and research institutions could also provide innovative approaches, adding a scientific edge to athlete preparation and development. By addressing these areas, South Sumatra can move closer to aligning with the goals of the National Sports Grand Design and significantly enhance its performance on the national and international stages. These steps, if undertaken with commitment and cooperation, could transform the region into a hub of sports excellence in the coming years.

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