



Collaboration of Government, Non-State Actors, and Communities in Poverty Alleviation in Indonesia

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Abstract

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Poverty is a multidimensional problem that requires a cross-actor approach. The central government cannot work alone given the vastness of Indonesia's territory and the various characteristics of poverty. Since the enactment of Law No. 23 of 2014 concerning Regional Government, the role of local governments has become increasingly strategic in managing basic services and community empowerment. However, the limited capacity of the bureaucracy makes collaboration with non-state actors such as the private sector, Non-Governmental Organizations (NGOs), philanthropy, and academia very important. In addition, the community as the subject of development must be actively involved through participatory mechanisms and collective action. This article analyzes how the dynamics of collaboration between actors are built with a collaborative governance approach. Using qualitative descriptive analysis, this study examines empirical data, regulatory frameworks, and case studies both domestically and internationally. The results of the study show that multi-actor synergy with the principles of engagement, shared motivation, and collective action capacity is able to strengthen the effectiveness of poverty alleviation in Indonesia.



1. Introduction

Poverty is still one of the biggest problems facing Indonesia. According to data from the Central Bureau of Statistics (*Badan Pusat Statistik*/BPS), although the national poverty rate has decreased gradually, the gap between regions is still quite high, especially between urban and rural areas (BPS). This condition shows that the problem of poverty is multidimensional and cannot be viewed solely from the economic aspect, but also includes social, cultural, political, and structural dimensions.¹ This complexity requires inclusive and sustainable development governance. In the institutional context, the central government has limitations in reaching the poor directly due to the vastness of the area and the heterogeneity of the problem.

Therefore, decentralization is one of the strategic instruments. Law No. 23 of 2014 concerning Regional Government regulates the simultaneous division of government affairs between the center, provinces, and districts/cities, and emphasizes the importance of regional autonomy in public services.² Local governments are not only responsible for basic services, but also for community empowerment and increasing regional competitiveness. Funding mechanisms such as Regional Transfers (*Transfer ke Daerah*/TKD) and Village Funds are fiscal instruments that support the implementation of this autonomy.³

¹ Johan Arifin. "Budaya kemiskinan dalam penanggulangan kemiskinan di Indonesia." *Sosio Informa* 6, no. 2 (2020): 114-132.

² Danetta Leoni Andrea. "Penyelenggaraan otonomi daerah bidang pendidikan berdasarkan undang-undang nomor 23 tahun 2014 tentang pemerintahan daerah." *Jurnal Ilmu Hukum Kyadiren* 1, no. 2 (2020): 157-165.

³ Rahayu Sapta Nugraheni, Candra Fajri Ananda, and Wildan Syafitri. "Analisis Dampak Alokasi Anggaran Desa dan Infrastruktur Desa Pada Tingkat Kemiskinan di Kabupaten Semarang." *Jurnal Ilmu Ekonomi dan Pembangunan* 18, no. 2 (2018): 169-182.

However, the role of the government alone is not enough. The development of the contemporary governance paradigm shows that poverty alleviation must be carried out collaboratively. The concept of collaborative governance explains that the complexity of public problems requires the involvement of various actors, both government and non-government, in the process of policy formulation, implementation, and evaluation.⁴ In the Indonesian context, the involvement of non-state actors such as the private sector, NGOs, philanthropy, and academics is increasingly needed. Companies, for example, can run social responsibility programs that are not only charitable, but also oriented towards the economic empowerment of local communities.⁵

In addition to the private sector, the role of NGOs and philanthropic organizations is also significant. Research shows that the contribution of NGOs in providing access to capital, training, and marketing can increase the capacity of the poor to be economically independent.⁶ However, it is important to note that the success of NGO programs still requires basic infrastructure support provided by the government. In Indonesia, collaboration between NGOs, the private sector, and local governments can be seen in various community development programs that are integrated through participatory planning forums such as musrenbang.

⁴ Chris Ansell and Alison Gash. "Collaborative platforms as a governance strategy." *Journal of public administration research and theory* 28, no. 1 (2018): 16-32.

⁵ Hari Sutra Disemadi and Paramita Prananingtyas. "Kebijakan corporate social responsibility (CSR) sebagai strategi hukum dalam pemberdayaan masyarakat di Indonesia." *Jurnal Wawasan Yuridika* 4, no. 1 (2020): 1-16.

⁶ Sadia S. Sara and Roni Mridha. "Role of Non-government Organizations (NGOs) in alleviating poverty from urban slums: a study in Bangladesh." *Interdisciplinary Journal of Applied and Basic Subjects* 1, no. 1 (2021): 29-43.

The community itself must be seen not only as an object, but also as a subject in development. The concept of participatory governance emphasizes that people need to be involved in every stage of decision-making related to their interests.⁷ The practice the Grameen Bank demonstrates the importance of social collateral mechanisms, in which group members guarantee each other productive loans. Models like this can be applied to strengthen social solidarity and prevent moral hazards through collective supervision.

Thus, the urgency of multi-stakeholder collaboration in poverty alleviation is becoming increasingly clear. Poverty is a complex problem that cannot be solved by one actor alone. Through a collaborative dynamics approach consisting of principled engagement, shared motivation, and capacity for joint action, it is hoped that effective collaborative actions will be created.⁸ Program synergy between the central government, local governments, the private sector, NGOs, academics, and the community is key to creating sustainable poverty alleviation in Indonesia.

2. Literature Review

Studies on poverty alleviation from a governance perspective emphasize the importance of multi-stakeholder involvement. The collaborative governance approach is one of the main theoretical frameworks that is widely used to analyze

⁷ Jack Mewhirter, Eric A. Coleman, and Ramiro Berardo. "Participation and political influence in complex governance systems." *Policy Studies Journal* 47, no. 4 (2019): 1002-1025.

⁸ Stanislaus Riyanta and Paramita Nur Kurniati. "Strategi tata kelola kolaboratif antara aktor pemerintah dan non pemerintah dalam pengentasan kemiskinan." *Jurnal Analisis Kebijakan* 2, no. 2 (2018): 24-38.

cross-sector collaboration. Emerson et al.⁹ stated that collaborative governance functions as a mechanism to unite various actors in dealing with complex public problems. This approach emphasizes the process of interaction based on trust, communication, and the achievement of common goals.

In the context of poverty alleviation, a number of studies show that local governments have a strategic role as the spearhead of public services. However, limited resources and bureaucratic capacity make collaboration with non-governmental actors very important.¹⁰ The private sector, through Corporate Social Responsibility (CSR) programs, for example, can contribute to sustainable community development, while NGOs play a role in empowering the poor through the provision of access to capital, training, and business assistance.

In addition, community involvement cannot be ignored either. The concept of participatory governance emphasizes that the active participation of the community in the process of policy formulation and program implementation is an important condition for the success of development programs.¹¹ Thus, the literature shows that there are three main actors that must be collaborated in poverty alleviation, namely the government (central and regional), non-state actors (private, NGOs, academics), and the community. The integration of these three actors will

⁹ Kirk Emerson, Tina Nabatchi, and Stephen Balogh. "An integrative framework for collaborative governance." *Journal of public administration research and theory* 22, no. 1 (2012): 1-29.

¹⁰ Irvan Dian Pratama and Ali Roziqin. "Tata Kelola Kolaboratif Ruang Terbuka Hijau: Sebuah Kajian Pustaka Terstruktur (Systematic Literature Review)." *Jurnal Komunikasi Pembangunan* 19, no. 02 (2021): 125-139.

¹¹ Kwok Chin Hoe, Haris Abd Wahab, Siti Hajar Abu Bakar, and M. Rezaul Islam. "Community participation for rural poverty alleviation: A case of the Iban community in Malaysia." *International Social Work* 61, no. 4 (2018): 518-536.

determine the effectiveness and sustainability of poverty alleviation programs in Indonesia.

3. Method

This study uses a qualitative descriptive analysis method to analyze the dynamics of collaboration between actors in poverty alleviation. This method was chosen because it is able to provide a comprehensive picture of complex social phenomena by emphasizing the interpretation of meaning, interaction, and the context that surrounds it. The focus of this research is not on measuring numbers or statistics, but on an in-depth understanding of the processes, strategies, and interactions between the actors involved. The data used in this study is sourced from two types, namely primary data and secondary data. Primary data was obtained through documentation of study results, government reports, and publications of non-governmental organizations related to poverty alleviation programs.

Meanwhile, secondary data were obtained from relevant scientific literature, including journal articles, books, and research reports from last five years. The selection of this period is based on the consideration of obtaining up-to-date data and literature so that the analysis remains relevant to current conditions. The data collection technique is carried out through literature study (library research) and document review. The literature review was used to identify theories, concepts, and findings of previous research on collaborative governance, the role of local governments, the contribution of non-state actors, and community participation in poverty alleviation. The document was reviewed to understand the regulatory

framework, especially Law No. 23 of 2014 concerning Regional Government, as well as other policies related to decentralization and poverty alleviation.

Data analysis was carried out qualitatively with a thematic approach. The data collected are categorized based on the main themes, namely the background of poverty problems, regulatory and institutional frameworks, the role of non-governmental actors, the role of the community, and the urgency of multi-actor collaboration. Each theme is analyzed by linking theory and empirical data, both from domestic case studies and international practice. To increase the validity of the findings, this study also uses the source triangulation technique, which is by comparing data from various sources of literature, official reports, and academic studies. In this way, the results of the analysis are expected not only to describe the existing phenomenon, but also to be able to provide recommendations that are applicable for the development of collaborative strategies in poverty alleviation in Indonesia.

4. Results

4.1. The Role of Central and Regional Governments in Poverty Alleviation

The central government has strategic authority in formulating national policies for poverty alleviation. This policy includes setting the direction of national development, macro regulations, and the provision of resources through fiscal allocation and budget transfers. However, the implementation of the policy is not possible fully by the central government due to Indonesia's vast geographical conditions, socio-economic heterogeneity, and diversity of characteristics of the

poor in various regions. Therefore, the effectiveness of national policies is highly dependent on the ability of local governments to implement programs concretely in the field. In the framework of decentralization, local governments are given authority through Law No. 23 of 2014 to manage most concurrent affairs, including basic services such as education, health, and social protection.¹² This emphasizes the position of local governments as the main actors who are in direct contact with the poor and have a vital role in realizing poverty alleviation goals.

However, a number of studies show that local governments still face various limitations. These obstacles include uneven bureaucratic capacity, limited human resources, and weak planning and budgeting systems. In many cases, Transfers to Regions (TKD) and Village Funds, which are important instruments to support decentralization, are often not optimally managed for sustainable poverty alleviation programs.¹³ As a result, some programs are short-term, yearly target-oriented, and less responsive to the real needs of communities at the local level. This condition creates a gap between national policy goals and achievements at the regional level.

To answer these challenges, synergy between the central and regional governments is very necessary. The central government can act as a facilitator by providing clear macro policies, a conducive regulatory framework, and adequate fiscal support. Meanwhile, local governments function as the main executors who design and implement programs according to local characteristics, including

¹² Danetta Leoni Andrea. "Penyelenggaraan otonomi daerah bidang pendidikan berdasarkan undang-undang nomor 23 tahun 2014 tentang pemerintahan daerah." *Jurnal Ilmu Hukum Kyadiren* 1, no. 2 (2020): 157-165.

¹³ Erlan Suwarlan. "Pembangunan Kapasitas Pemerintah Desa Dalam Pengelolaan Keuangan." *Moderat: Jurnal Ilmiah Ilmu Pemerintahan* 5, no. 2 (2019): 49-63.

considering local social, cultural, and economic aspects.¹⁴ With this synergy, national policies can be translated into local programs that are more adaptive, participatory, and on target.

Research by Riyanta and Kurniati¹⁵ emphasized that collaborative governance strategies between the central and regional governments have proven to be able to strengthen policy reach while increasing the effectiveness of program implementation at the grassroots level. This collaboration also opens up space for increased accountability, transparency, and community participation. Thus, a synergistic relationship based on collaboration between levels of government is not only the key to success in poverty alleviation, but also an important foundation to strengthen the quality of governance in Indonesia as a whole.

4.2. The Role of Non-State Actors in Collaborative Governance

In addition to the government, non-state actors have an important contribution to poverty alleviation. The private sector, for example, through the Corporate Social Responsibility (CSR) program, can become a strategic partner of local governments in empowering the community's economy. CSR is not only seen as a legal or moral obligation, but also as a long-term investment that can improve business sustainability as well as the welfare of local communities. CSR programs that are oriented towards community development have proven to be more effective

¹⁴ Rahayu Sapta Nugraheni, Candra Fajri Ananda, and Wildan Syafitri. "Analisis Dampak Alokasi Anggaran Desa dan Infrastruktur Desa Pada Tingkat Kemiskinan di Kabupaten Semarang." *Jurnal Ilmu Ekonomi dan Pembangunan* 18, no. 2 (2018): 169-182.

¹⁵ Stanislaus Riyanta and Paramita Nur Kurniati. "Strategi tata kelola kolaboratif antara aktor pemerintah dan non pemerintah dalam pengentasan kemiskinan." *Jurnal Analis Kebijakan* 2, no. 2 (2018): 24-38.

than charitable programs that are temporary, such as providing direct assistance without further impact.¹⁶ This is in line with the findings of research by Kang et al.¹⁷ which show that the involvement of the private sector in skills training, access to capital, and business partnerships is able to strengthen the economic independence of the community and create new job opportunities. Thus, private sector involvement in development is no longer peripheral, but essential for the success of poverty alleviation strategies.

In addition to the private sector, Non-Governmental Organizations (NGOs) have a significant role in providing alternative services that are often unaffordable for the government. NGOs are usually more flexible in responding to the needs of the community because they are not bound by complex bureaucracy. Research by Sara and Mridha¹⁸ shows that NGOs are able to increase the capacity of the poor through collateral-free credit schemes, business training, and local product marketing support. Although Indonesia's context is different, this experience shows that NGOs can play a role as a catalyst for the empowerment of the poor. However, it is important to note that the effectiveness of NGO programs still requires basic infrastructure support from the state, such as road access, electricity, and education. Without such support, NGO interventions risk only limited and unsustainable impact.

¹⁶ Hari Sutra Disemadi and Paramita Prananingtyas. "Kebijakan corporate social responsibility (CSR) sebagai strategi hukum dalam pemberdayaan masyarakat di Indonesia." *Jurnal Wawasan Yuridika* 4, no. 1 (2020): 1-16.

¹⁷ Seong Kang, Dhanakorn Mulaphong, Eunjin Hwang, and Chih-Kai Chang. "Public-private partnerships in developing countries: Factors for successful adoption and implementation." *International Journal of Public Sector Management* 32, no. 4 (2019): 334-351.

¹⁸ Sadia S. Sara and Roni Mridha. "Role of Non-government Organizations (NGOs) in alleviating poverty from urban slums: a study in Bangladesh." *Interdisciplinary Journal of Applied and Basic Subjects* 1, no. 1 (2021): 29-43.

In addition to the private sector and NGOs, academics also play an important role in supporting poverty alleviation. Through research, policy analysis, and data-driven studies, academics can provide input that strengthens the program planning and evaluation process. Pratama and Roziqin¹⁹ emphasized that the involvement of academics can help local governments in mapping community needs, designing evidence-based programs, and evaluating the effectiveness of implementation. In addition, academics can also be independent parties who bridge dialogue between the government, the private sector, NGOs, and the community, thereby strengthening transparency and accountability.

Riyanta and Kurniati²⁰ emphasized that collaborative governance will be more effective if non-state actors are involved from the planning stage to evaluation. This ensures that the program is not only born from the logic of government bureaucracy, but also contains practical perspectives from the private sector, social innovations from NGOs, and in-depth academic studies. Thus, non-state actors are not just complementary, but strategic partners that enrich the design, implementation, and evaluation of poverty alleviation policies. Effective collaboration among these various actors will create more sustainable solutions and are oriented towards the empowerment of the poor in a holistic manner.

¹⁹ Irvan Dian Pratama and Ali Roziqin. "Tata Kelola Kolaboratif Ruang Terbuka Hijau: Sebuah Kajian Pustaka Terstruktur (Systematic Literature Review)." *Jurnal Komunikasi Pembangunan* 19, no. 02 (2021): 125-139.

²⁰ Stanislaus Riyanta and Paramita Nur Kurniati. "Strategi tata kelola kolaboratif antara aktor pemerintah dan non pemerintah dalam pengentasan kemiskinan." *Jurnal Analisis Kebijakan* 2, no. 2 (2018): 24-38.

4.3. Community Participation in Poverty Alleviation

The community not only plays the role of beneficiaries, but also as the main subject in poverty alleviation programs. The concept of participatory governance emphasizes the need for active community involvement from the formulation, implementation, to policy evaluation stages. This involvement is very important because only the community truly understands the conditions, needs, and local potential they have.²¹ Active participation ensures that the program is not solely oriented towards the achievement of bureaucratic targets, but is also relevant to the real aspirations and needs of the poor.

One of the participation mechanisms that is widely recognized as effective is social collateral as implemented by Grameen Bank. The scheme is based on small groups, where members bear each other's loan payment obligations. This system creates social solidarity, collective supervision, and a sense of shared responsibility, although it still has the potential to cause moral hazard if not followed by good control mechanisms. To minimize risks, regular meetings, discipline training, and internal supervision of the group are important elements that must be carried out.²² In the Indonesian context, various models of group-based economic empowerment have been developed, such as cooperatives, joint venture groups, and community-based micro-enterprise programs. These programs have been proven to strengthen

²¹ Jack Mewhirter, Eric A. Coleman, and Ramiro Berardo. "Participation and political influence in complex governance systems." *Policy Studies Journal* 47, no. 4 (2019): 1002-1025.

²² Sean A. Newman and Robert C. Ford. "Five steps to leading your team in the virtual COVID-19 workplace." *Organizational Dynamics* 50, no. 1 (2021): 100802.

social resilience, create more inclusive financial access, and build local economic networks.²³

In addition, community participation in development planning forums, such as development plan deliberations, is an important means to increase the legitimacy of the program. Research by Riyanta and Kurniati confirms that this kind of participatory forum allows the community not only to be decision-makers, but also to play a role in determining development priorities according to local needs. Thus, community participation is not just a complement, but the main foundation in creating sustainable poverty alleviation. The bottom-up participation pattern complements the government's top-down approach to creating more inclusive, adaptive, and empowerment-oriented development governance.

5. Discussion

The results of this study show that poverty alleviation in Indonesia cannot rely only on the role of the central government, but requires strong cross-actor synergy. Local governments are at the forefront of policy implementation because they have a deeper understanding of local conditions. However, limited fiscal and bureaucratic resources make the role of non-state actors and the community increasingly important. These findings are in line with the collaborative governance

²³ Kwok Chin Hoe, Haris Abd Wahab, Siti Hajar Abu Bakar, and M. Rezaul Islam. "Community participation for rural poverty alleviation: A case of the Iban community in Malaysia." *International Social Work* 61, no. 4 (2018): 518-536.

literature that emphasizes the need for interaction, communication, and coordination between actors to deal with complex public issues.²⁴

One of the main challenges in collaboration is the alignment of interests between actors. Governments often have a short-term orientation related to the target of reducing poverty statistically rates, while non-state actors such as the private sector and NGOs tend to be oriented towards the sustainability of certain programs or social interests. This difference in orientation can cause friction in implementation. Therefore, an effective coordination forum such as musrenbang is needed to ensure an understanding of common goals. Hoe et al.²⁵ emphasized that participatory forums are an important forum to bring together various actors in the inclusive development planning process.

In addition, the success of collaborative governance is also highly determined by institutional capacity. Local governments need to improve their budget planning and management capabilities so that TKD and Village Fund funds can be directed more productively for community empowerment. At the same time, non-state actors need to build programs that are in line with the regional development agenda so that synergy can be created. Riyanta and Kurniati²⁶ emphasized that collaborative governance strategies can only be effective if supported by adequate institutional capacity and clear accountability mechanisms. Community participation is also a key

²⁴ Kirk Emerson, Tina Nabatchi, and Stephen Balogh. "An integrative framework for collaborative governance." *Journal of public administration research and theory* 22, no. 1 (2012): 1-29.

²⁵ Kwok Chin Hoe, Haris Abd Wahab, Siti Hajar Abu Bakar, and M. Rezaul Islam. "Community participation for rural poverty alleviation: A case of the Iban community in Malaysia." *International Social Work* 61, no. 4 (2018): 518-536.

²⁶ Stanislaus Riyanta and Paramita Nur Kurniati. "Strategi tata kelola kolaboratif antara aktor pemerintah dan non pemerintah dalam pengentasan kemiskinan." *Jurnal Analisis Kebijakan* 2, no. 2 (2018): 24-38.

factor. The active involvement of citizens in the planning and supervision of poverty alleviation programs creates a sense of ownership and increases the legitimacy of the program. However, participation cannot only be symbolic.

A mechanism is needed that allows the community to truly have space to convey their aspirations and be involved in decision-making. This can be strengthened through social collateral approaches and local institutions such as cooperatives and joint business groups that encourage collective action. Thus, the community is no longer just a beneficiary, but a main actor in development. This research emphasizes that poverty alleviation in Indonesia must be based on a collaborative approach that integrates the roles of the government, non-state actors, and society. The synergy needs to be directed at building common capacity, strengthening institutions, and creating programs that are long-term oriented. Thus, poverty alleviation efforts not only focus on reducing the number statistically, but also on improving the quality of life of the community in a sustainable manner.

6. Conclusion

Poverty alleviation in Indonesia is a big challenge that is multidimensional and cannot be handled by one actor alone. The central government has an important role in formulating macro policies and providing regulations, while local governments function as the main implementers who are in direct contact with the community. However, limited bureaucratic capacity and resources make the involvement of non-state actors such as the private sector, NGOs, philanthropy, and academics crucial. The private sector can support through empowerment-oriented

CSR programs, while NGOs provide social innovation and more inclusive access for the poor. Academics play a role in providing evidence-based studies and program evaluations.

The community itself must be positioned as the subject of development, not just an object. Through active participation, collective action, and social solidarity, communities can strengthen the success of poverty alleviation programs. A collaborative governance approach that emphasizes the principles of engagement, shared motivation, and collective action capacity is an important framework to bring all actors together in sustainable synergy. Thus, poverty alleviation strategies must focus on building multi-actor collaborations that are adaptive, participatory, and long-term oriented in order to realize the welfare of the community as a whole.

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