

Research Article

Governing Extreme Poverty at the Local Level: A Thematic Network Study from Jeneponto, Indonesia

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Abstract.

This study examines the dynamics of local governance in extreme poverty alleviation efforts in Jeneponto District, Indonesia, one of the national priority areas for accelerating the eradication of extreme poverty. Using a qualitative case study approach, this study integrates document analysis and in-depth interviews with stakeholders from local government and the community. The analysis process was conducted using Atlas. Ti software version 23 through a word frequency approach and thematic network mapping to visualize patterns of relations between actors, institutions, and governance mechanisms. Key findings identify seven interrelated thematic clusters: 1. Planning and policy frameworks. 2. Program implementation and evaluation. 3. Cross-sector collaboration. 4. Contextual innovation and solutions. 5. Public communication and participation. 6. Data governance. 7. Structural barriers. Although planning documents formally prioritize poverty alleviation, the absence of a specific nomenclature for “extreme poverty,” fragmentation of data systems, and institutional rigidities have hampered program effectiveness. Local innovation has not been integrated into the formal planning system, while sectoral egos and weak coordination structures hamper collaboration between sectors. This study enriches the theoretical discourse on integrative and adaptive governance by showing how institutional fragmentation, low data interoperability, and limited participatory mechanisms limit the capacity of local responses to the complexities of extreme poverty. Key recommendations include institutionalizing innovation, building integrated data systems across sectors, and strengthening inclusive, evidence-based, and reflective governance of socio-economic vulnerabilities at the local level.

Keywords: extreme poverty, integrative governance, local innovation, cross-sector collaboration, data interoperability, adaptive policy

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1. Introduction

Eradicating extreme poverty is one of the priorities in the global development agenda, as reflected in the Sustainable Development Goals (SDGs), which target eliminating poverty in all its forms by 2030. [1]–[3]. In Indonesia, this commitment is realized through the national target of eliminating extreme poverty to zero percent by 2024, which is regulated in Presidential Instruction No. 4/2022 concerning the Acceleration of the Eradication of Extreme Poverty. However, realizing this target at the regional level faces various structural and dynamic challenges, especially in areas with high levels of socio-economic vulnerability [4], [5], such as the Jeneponto Regency.

Jeneponto Regency, South Sulawesi Province, is a region with complex geographic and socio-economic characteristics characterized by low levels of urbanization, dominance of the subsistence agricultural sector, and high levels of inequality and poverty [6]. Realizing the urgency of this problem, the central government has designated Jeneponto as one of five priority districts in South Sulawesi to accelerate the eradication of extreme poverty, as stated in the Decree of the Coordinating Ministry for Human Development and Cultural Affairs No. 25/2022. The latest data from the Coordinating Ministry for Human Development and Cultural Affairs (2024) shows that the number of impoverished people in Jeneponto increased from 11,650 in 2023 to 14,028 in 2024. This increasing trend indicates that the various interventions carried out have not been able to reach the roots of the multidimensional structural problems of poverty. This condition demands a new governance approach that does not only rely on sectoral programs alone but requires cross-sector integration, adaptation to local dynamics, and more effective cross-actor collaboration [7].

In increasingly complex public governance, the integrative governance approach proposed by Stout and Love (2019) provides a comprehensive conceptual framework to respond to multidimensional development challenges, such as extreme poverty [8]. Integrative governance encourages a coordinated and inclusive approach, emphasizing cross-sectoral collaboration and integrating economic, social, and environmental policies in strategy formulation [8]–[10]. Integrative governance not only increases the effectiveness of interventions by aligning resources across sectors but also ensures the active participation of communities directly affected by extreme poverty [8], [10]–[13]. However, considering that extreme poverty is also a form of wicked problem, namely problems that are nonlinear, full of uncertainty, and involve many actors, with often conflicting goals and interests [14], an integrative governance approach alone is not

enough. For this reason, a complement is needed in the form of an adaptive governance approach.

Adaptive governance offers institutional flexibility, continuous learning, social innovation, and feedback mechanisms that enable adjustment to contextual changes [15], [16]. This approach is particularly relevant when barriers such as sectoral egos, fragmentation of authority, and isolation of data systems hinder the effectiveness of cross-sectoral governance. When the principles of adaptive governance are applied to strengthen inclusiveness within an integrative governance framework, a governance system will be formed that ensures structural coherence between institutions and allows for operational flexibility that is adaptive to local social, economic, and cultural dynamics. Thus, synthesizing these two approaches can produce a more responsive, reflective, and sustainable governance for extreme poverty alleviation.

This study adopts an integrative and adaptive framework to analyze institutional fragmentation as a structural constraint and explore cultural dimensions such as dependency mindsets and resistance to empowerment. Thus, synthesizing the principles of integrative governance, adaptive governance, and awareness of the characteristics of wicked problems forms a conceptual foundation and a relevant operational guideline in formulating a more contextual, reflective, and transformative local governance strategy in sustaining extreme poverty.

Although previous studies have highlighted the importance of an integrative approach in extreme poverty alleviation [17], [18] and the need for institutional adaptation to social change [19], [20], literature that explicitly discusses the dynamics of implementing these principles in local contexts, especially in developing countries, is still minimal. Most previous studies have focused more on the context of developed countries or urban areas. In contrast, policy integration, cross-sector coordination, resistance to policy adaptation, and institutionalisation of local innovation in areas such as Jeneponto Regency are rarely explored. In addition, in Indonesia, research on poverty governance generally still focuses on evaluating sectoral programs, output impacts, or hierarchical relationships between central and regional governments, without comprehensively examining how institutional fragmentation, limited data interoperability, and low cross-actor collaboration affect the effectiveness of governance at the local level [11], [21]–[23]. In addition, the role and influence of regional innovation strategies in shaping the structure and process of extreme poverty alleviation governance have not been widely studied empirically in studies that focus on the national context. This indicates a significant gap in understanding how governance principles, particularly integrative

and adaptive ones, are implemented (or not) in a complex and highly vulnerable local area such as Jenepono Regency.

Based on these gaps, this study contributes to expanding the application of the principles of integrative governance and adaptive governance by empirically analyzing the dynamics of institutional fragmentation, resistance to policy adaptation, and the institutionalization of local innovation in extreme poverty alleviation in local areas. Thus, this study enriches the literature on extreme poverty alleviation governance in the local context in developing countries, which studies in developed countries and urban areas have so far dominated.

The urgency of this study is rooted in the need to understand the structural and institutional barriers that hinder the effectiveness of extreme poverty alleviation programs at the local level. In addition, this study aims to develop a more adaptive, collaborative, and local context-based governance model, which is needed to accelerate the achievement of national and global extreme poverty alleviation targets.

2. Methods

This study uses a qualitative approach with an exploratory case study design to understand the dynamics of extreme poverty alleviation governance in Jenepono Regency. Case studies were chosen because they allow for in-depth investigation of the context, processes, actors, and interactions that shape governance practices at the local level [24]. This approach is relevant to exploring complex phenomena in real-world settings where the boundaries between phenomena and contexts are unclear.

Data were collected through a combination of document analysis and semi-structured interviews. The analyzed documents included the Regional Medium-Term Development Plan, Annual Action Plan, Regional Development Plan, Regional Poverty Alleviation Plan, and regulations related to accelerating extreme poverty alleviation. Informants were selected purposively based on their strategic involvement in the planning, implementing, or evaluating of extreme poverty alleviation programs.

The data collection process was carried out from December 2024 to March 2025. Data were analyzed using Atlas. Ti software version 23. The analysis was carried out in two stages. The first stage is the Word Frequency analysis, which identifies dominant keywords that reflect central issues in the governance narrative. The second stage is a thematic network analysis to describe the complexity of extreme poverty alleviation

governance through the relationship between policies, issues, actors involved, and governance mechanisms.

The coding process was carried out openly, followed by axial coding and selective coding, to build thematic categories before being visualized in the form of a network map. This network analysis technique adapts the principles of Political Discourse Network Analysis [25], which allows for the visualization and interpretation of interaction patterns between elements in extreme poverty alleviation governance in the Jeneponto Regency. Data validity was validated by triangulating sources (documents and interviews) and methods (word frequency analysis and network analysis). The member-checking technique was carried out by asking for confirmation of the initial analysis results from several key informants to increase the validity of the interpretation [26].

This methodology still has limitations, especially the potential for interpretative bias due to informants' subjectivity and limited access to more sensitive sectoral data. With this methodological approach, the research aims to comprehensively understand fragmentation, innovation, and collaboration dynamics in extreme poverty alleviation governance in the local context, namely in Jeneponto Regency, South Sulawesi, Indonesia..

3. Results and Discussion

3.1. Word Frequencies Analysis in Extreme Poverty Eradication Governance

The results of the Word Frequencies analysis were conducted using the Atlas. Ti tool on interview transcripts regarding extreme poverty eradication governance in Jeneponto Regency identified several dominant keywords, including "data," "poverty," "poor," "assistance," and "program" (Figure 1).

The frequency of occurrence of these words reflects the primary focus in policy discussions and program implementation at the regional level. It shows the dynamics and structural challenges in efforts to eradicate extreme poverty.

The word "data" recorded the highest frequency (166), indicating the importance of the role of data in planning, management, and policy evaluation. This finding highlights the urgent need for an integrated and accurate data system as a basis for decision-making. Based on the verification and validation results, the Jeneponto Regency Government has determined P3KE (Targeting the Acceleration of Extreme Poverty Eradication) data

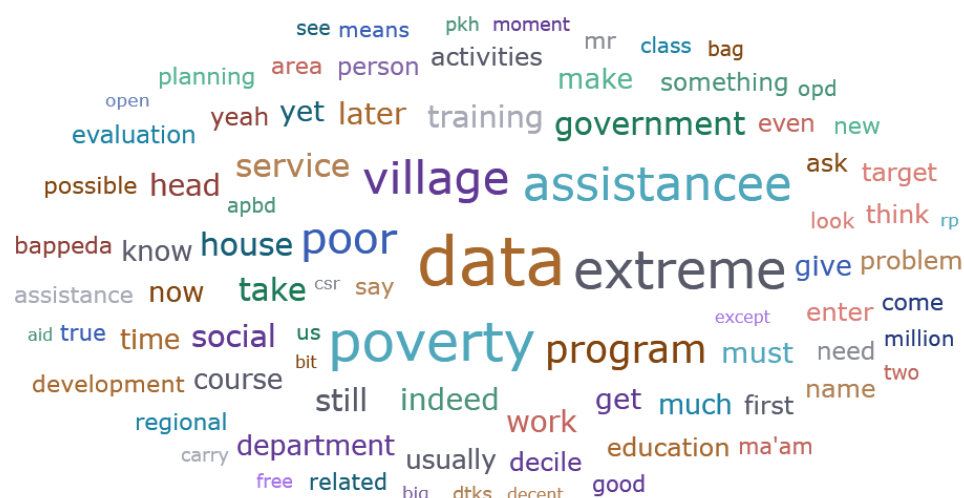


Figure 1: Word Frequencies.

through Regent Decree No. 100.3.3.2/401/2023. However, several regional apparatuses do not use P3KE data consistently in implementing the program. For example, the Housing, Residential Areas and Land Agency uses data from independent surveys; the Education and Culture Agency relies on Dapodik data; and the Manpower and Transmigration Agency uses data from the Industry and Trade Agency. The lack of synchronization in data use between Regional Government Organizations impacts the low effectiveness of implementing extreme poverty alleviation programs.

Furthermore, the words “poverty” (frequency 144) and “poor” (frequency 140) show that this socio-economic issue is still a significant challenge in Jeneponto Regency. One of the main obstacles in implementing the policy is the limited social conditions of the community. For example, in the 2023 goat livestock assistance program, one of the requirements for beneficiaries is ownership of a pen. However, most poor people do not have adequate land for this purpose. In addition to physical asset constraints, the community’s low mindset and motivation towards empowerment training programs are also inhibiting factors. In addition, the limited purchasing power of the community further worsens the existing socio-economic conditions. This is exacerbated by the decline in the Economic Growth Rate of Jeneponto Regency in the last three years (2022–2024), as expressed by the Head of the Jeneponto Regency Bappeda. Data from the Coordinating Ministry for Human Development and Culture (2024) shows that the extreme poverty rate in this area has increased significantly (Chart 1).

The increase in poverty rates indicates that the various intervention programs that have been implemented have not been able to curb the growth rate of extreme poverty effectively. This finding reinforces the urgency of a more holistic poverty alleviation

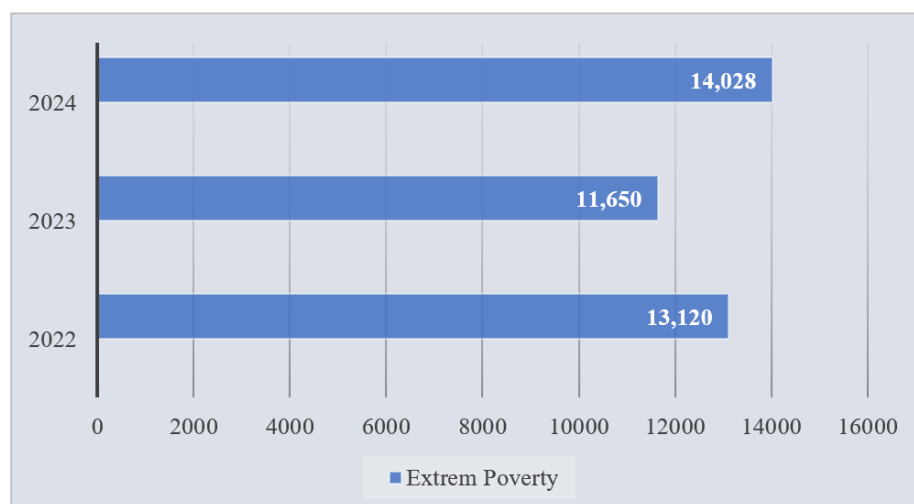


Figure 2: Extreme Poverty Rate in Jeneponto Regency 2022 - 2024.

strategy by simultaneously integrating improvements in social structures, empowering local economies, and strengthening institutional capacity. These data provide empirical evidence of the importance of local context-based governance reform.

In addition, the words “assistance” (frequency 127) and “program” (frequency 86) indicate the importance of the role of government intervention. Although training and empowerment programs have been implemented, the mismatch between training materials and community needs has a limited impact. Communities tend not to apply the skills they have acquired. In addition, livestock assistance programs often fail due to a lack of technical education related to livestock maintenance and feed. This finding shows the importance of active community participation in designing programs, making them more relevant to local socio-economic conditions.

Overall, the Word Frequencies analysis results emphasize the importance of coordinating data, policies, and community participation to support the effectiveness of extreme poverty alleviation efforts in the Jeneponto Regency.

3.2. Network Analysis in Extreme Poverty Eradication Governance

Visual analysis through Network Manager in Atlas. Ti produced seven thematic network groups that reflect the complexity and interconnectedness of the dimensions of extreme poverty eradication governance in Jeneponto Regency (Figure 2). This network was formed from the results of selective coding, which was visualized in the form of a conceptual network map, then related through relations such as is part of, is the

cause of, to contradicts, to trace the flow of program governance logic systematically. This approach allows visualization of the narrative structure and relationships between concepts vertically (from policy to implementation) and horizontally (between actors and sectors).

The visualization results show several central nodes that have a high level of connectivity, such as strategic planning documents, physical intervention programs, and collaboration between Regional Apparatus Organization and Bappeda, which shows that the process of extreme poverty eradication does not take place linearly but rather through complex interactions between policies, program implementation, local innovation, and social dynamics. The dominance of part-of-type connections reflects that most of the practices and policies identified in this study are integral to a larger governance ecosystem. Meanwhile, the emergence of the cause of and contradicts connections indicates the existence of driving factors or resistance to the program's success that originate from data, program design, or institutional behaviour.

In general, the seven main networks that are formed are (1) planning and policy framework; (2) program implementation, strategy, and evaluation; (3) actor collaboration and cross-sector governance; (4) innovative activities and solutions; (5) communication and public involvement; (6) challenges and obstacles; and (7) data sources represent a spectrum of interconnected elements that form the architecture of extreme poverty alleviation governance contextually. This finding confirms that the effectiveness of interventions is highly dependent on the coherence between network elements and the successful integration of actors, policies, and information.

3.3. Planning and Policy Framework

The planning structure and policy framework in the governance of extreme poverty alleviation in Jeneponto Regency shows a duality between the formal framework in the planning document and the dynamics of practice in the program planning approach. Based on the results of thematic network mapping using ATLAS. Two main discourses were identified: Policy Documents and Program Approaches and Planning (Figure 2). The Policy Document section contains several interrelated policy instruments, including the 2018–2023 Regional Medium-Term Development Plan, the Regional Poverty Alleviation Plan, the 2024 Annual Action Plan, and the 2024–2026 Regional Development Plan. The relationship between these documents, which is visualized through the part

of the relation, shows a strong connection but also indicates significant fragmentation in policy implementation.

One of the main findings is that the 2018–2023 Regional Medium-Term Development Plan still uses the general poverty nomenclature without clearly distinguishing between extreme poverty and general poverty. This ambiguity has led to limitations in planning, potentially leading to suboptimal budget allocation, thus reducing focus on the deeper and more complex issues of extreme poverty. When Presidential Instruction No. 4 of 2022 was issued to accelerate the eradication of extreme poverty, substantial adjustments should have been made to the 2018–2023 Regional Medium-Term Development Plan. However, the inability of local governments to accommodate these adjustments has led to a mismatch between national policies and implementation at the local level. It has exacerbated the gap between macro policies and micro implementations.

In addition, the Jeneponto Regency Government has not implemented supporting policymaking to ensure the achievement of the extreme poverty eradication target, as stipulated in the Coordinating Ministry for Human Development and Cultural Affairs No. 32/2022, concerning General Guidelines for the Implementation of the Extreme Poverty Eradication Acceleration Program. Of the six supporting policymaking instructions, only one policy was made by the Regional Government, namely, the policy for providing program target data; the other five, namely, the policy for providing economic growth, implementing integration and synergy of cross-sector programs, increasing integration and synergy of programs based on population needs, increasing human resource capacity and standardized services, and planning, budgeting, determining targets and implementing programs were not implemented.

In addition, from field findings, it is known that for two years, namely 2022-2023, the Jeneponto Regency Government did not have an Annual Action Plan for Regional Poverty Alleviation. The new Annual Action Plan was set for 2024. The absence of the Annual Action Plan in the previous two years reflects gaps in planning, which should be a reference for all regional apparatuses in implementing poverty alleviation policies effectively and efficiently. The results of this study indicate that the 2024 Annual Action.

Plan for Poverty Alleviation in Jeneponto Regency is a crucial turning point in efforts to eradicate extreme poverty in the area after two years without any Annual Action Plan documents. Substantially, the 2024 RAT emphasizes a holistic-comprehensive approach to poverty alleviation, involving various vital sectors, such as education, health,

economic empowerment, and basic infrastructure development. Social assistance programs, such as Direct Cash Assistance, Non-Cash Food Assistance, and Micro, Small, and Medium Enterprises empowerment programs, are identified as top priorities to encourage community economic empowerment and increase access to basic services for impoverished families. Mapping priority areas based on extreme poverty, with sub-districts such as Bangkala, Rumbia, and Turatea as the primary targets, shows a more focused effort to overcome poverty in these areas. This approach reflects a strategic effort to overcome extreme poverty in a more targeted and data-based manner, by the central government's instructions which emphasizes the importance of accurate data and precise targeting.

Furthermore, in the 2024–2026 Regional Development Plan, although the term extreme poverty was finally adopted as a more specific terminology, there is still a lack of clarity in the budget tagging between general poverty and extreme poverty. The absence of a clear separation in this budget poses the risk of disproportionate resource allocation, which hinders the effectiveness of interventions and reduces attention to extreme poverty as a priority issue at the regional level. In addition, the merging of budgets for extreme poverty and general poverty causes the programs implemented to be more generic and less focused on the specific needs of extreme poverty.

On the other hand, the Program Approach and Planning illustrate a more flexible and context-based planning process. Approaches such as Bottom-Up, Disperkimtan Initiative, Dinas Koperasi Program Creation, and Middle Meeting Point reflect creative responses to field conditions not reflected in formal policy documents. However, these approaches have not been institutionalized systematically in the regional planning framework and are still limited to sectoral flexibility and technical bureaucratic improvisation in responding to community needs. This limitation is also reflected in the lack of connectivity with the extremely poor in the planning process, which should be an integral part of a more inclusive bottom-up approach.

The network visualization results also show the role of Bappeda in determining the extreme poverty alleviation program as a coordinating point in planning. Still, this coordinating relationship has not been strongly linked to public involvement or policy feedback mechanisms. This reflects that coordination still operates in a procedural hierarchical logic, not transforming into more adaptive and collaborative facilitative coordination, as Stout and Love (2019) suggested. In the integrative governance framework, this structure shows that governance's structural, process, and functional dimensions are still segmented and not integrated into a reflective and adaptive system [8].

The absence of strong connectivity between formal planning documents and field innovations indicates a dualism in governance: one side operates based on administrative documents, while the other moves based on technocratic improvisation that is not recognized in the official planning framework. This dualism risks causing program discontinuity, overlapping budgets, and indicator-based reporting and evaluation difficulties.

Thus, more appropriate policy adjustments are needed to create a more effective and adaptive governance system. This study identifies three essential components that must be implemented: (1) integration of extreme poverty nomenclature and indicators in medium-term and annual planning documents; (2) institutionalization of a bottom-up approach that actively involves the extremely poor in the planning and evaluation process; and (3) reconstruction of the Bappeda function from an administrative controller to a cross-actor coordination facilitator. Implementing these three components will strengthen the extreme poverty alleviation governance system in Jeneponto Regency and ensure that policies and programs can be implemented reflectively, inclusively, and adaptively to the complexity of extreme poverty problems.

3.4. Program Implementation, Strategy, and Evaluation

Based on the results of thematic network mapping using ATLAS, two main discourses were identified in this section: 1) Program implementation and evaluation, and 2) Extreme Poverty Handling Strategy (Figure 2). These findings provide a deeper picture of the implementation of policies and mechanisms applied and an evaluation of alleviating extreme poverty in Jeneponto Regency.

In 2022, the activities carried out were limited to data verification, which was the initial step in mapping poverty conditions. In 2023, the Extreme Poverty Eradication Acceleration Data was determined through Regent Decree No. 100.3.3.2/401/2023, which provided the basis for program implementation. Although the Extreme Poverty Eradication Acceleration data had been ratified, program implementation in that year was still primarily dominated by programs from the provincial government, which were implemented at the regional level. The Jeneponto Regency Government was only the implementer, without being involved in activity planning. This causes a mismatch between program targets and the deep needs of the extremely poor at the local level. This study shows that despite a valid database, more precise and integrated program

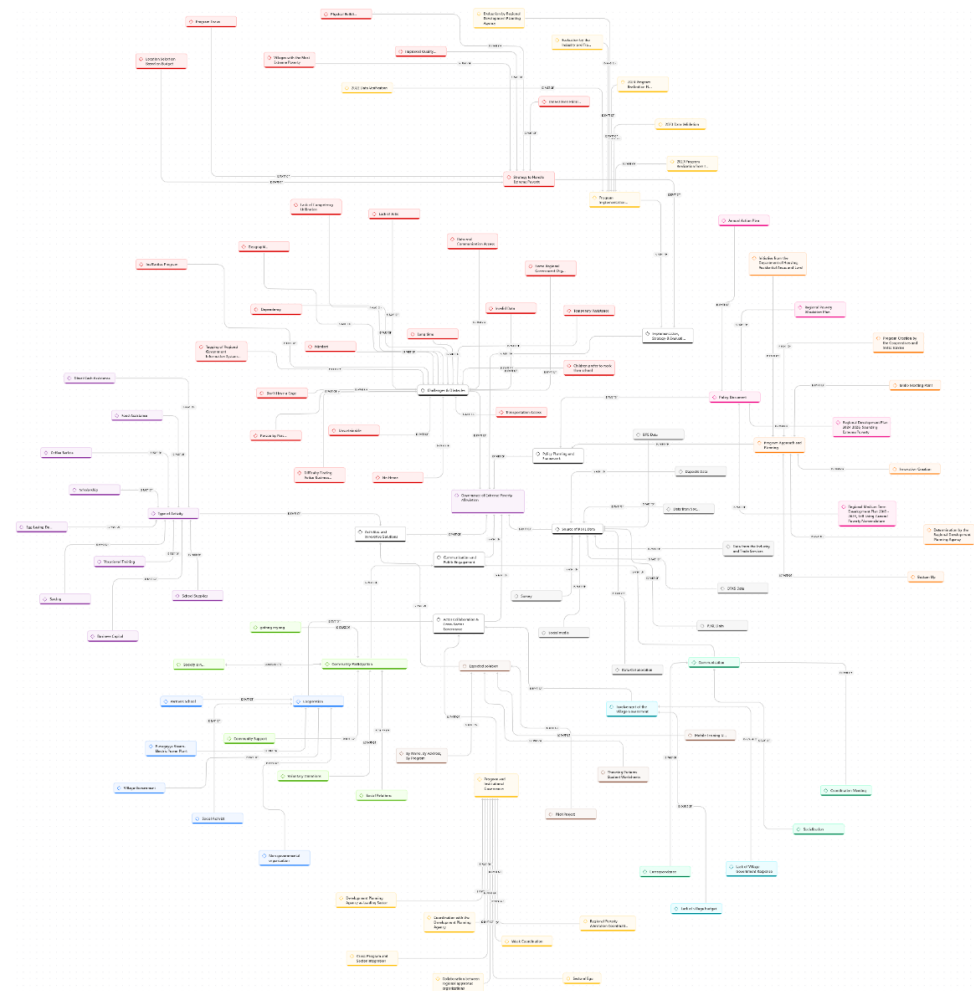


Figure 3: Governance of Extreme Poverty Alleviation.

targeting still needs to be improved to affect people with low incomes in general and the extremely low-income families in particular.

The research findings also show that program integration and synergy are significant challenges in implementing extreme poverty alleviation policies in the Jeneponto Regency. In 2024, the extreme poverty alleviation program began to be implemented by the Jeneponto Regency government, but its implementation was not optimal. Of the total 15 Regional Government Organizations involved, only the Industry and Trade Service, the Cooperatives and Small and Medium Enterprises Service, and the Social Service directly implemented programs related to extreme poverty alleviation. The involvement of these Regional Government Organizations is more related to programs that already exist in the Strategic Plan and Work Plan, which target people with low incomes. However, programs by other Regional Government Organizations have not yet been directed at extreme poverty alleviation, which causes fragmentation in policy

implementation. Based on the principle of integration and synergy regulated in the Coordinating Ministry for Human Development and Culture No. 32 of 2022 for the acceleration of the eradication of extreme poverty, programs from each sector must be implemented simultaneously and in an integrated manner, especially in the context of reducing pockets of poverty.

Meanwhile, the strategy for dealing with extreme poverty in Jeneponto Regency involves various physical and socio-economic interventions. Based on findings in the field, physical building interventions, such as assistance for Uninhabitable Houses, dominate the implementation of extreme poverty alleviation programs. Physical interventions such as Uninhabitable Houses have a positive impact on the physical condition of impoverished families. Still, the program has a limited relationship with socio-economic empowerment programs, indicating a gap between the field's implementation and existing policy strategies. This program focuses more on aspects of physical improvement without paying sufficient attention to economic assistance, access to education, and broader skills training to improve the socio-economic welfare of the extremely poor. This reflects the imbalance between the physical interventions carried out and the government's strategy, as stated in the policy for the Acceleration of the Eradication of Extreme Poverty, which includes reducing the burden of community expenditure, increasing community income, and reducing the number of pockets of poverty. According to the policy for the Acceleration of the Eradication of Extreme Poverty, extreme poverty alleviation should include socio-economic assistance integrated with physical interventions. Still, in the field, program implementation focuses more on physical interventions that are not balanced with socio-economic empowerment programs.

In addition, the research findings also show that the selection of program locations in extreme poverty interventions is more influenced by budget availability than valid data on locations with the highest extreme poverty. This study highlights that decisions about intervention locations are often based on available budget factors rather than on a more in-depth analysis of field needs. This contradicts the principles of the Acceleration of Extreme Poverty Eradication policy, which prioritizes data-based mapping of the Acceleration of Extreme Poverty Eradication to determine areas that need the most urgent intervention. The Acceleration of Extreme Poverty Eradication emphasizes the importance of targeting based on accurate and valid data to ensure targeted interventions. The mismatch between data-based location determination and budget-based location selection creates a bias in resource allocation, which can reduce the effectiveness of extreme poverty alleviation programs. In this case, the government's strategy of

prioritizing a data-based approach to program targeting is not fully implemented in the field, indicating a regional policy implementation gap.

The research findings illustrate that despite the awareness to target areas with extreme poverty, implementation in the field is still hampered by policy fragmentation, lack of coordination between sectors, and weak alignment between budget and valid data. For example, although the Uninhabitable Houses program has provided significant physical improvements, the program has not been sufficiently integrated with economic assistance, an essential part of the Extreme Poverty Eradication Acceleration strategy to increase community income. This indicates a gap between government policies and their implementation in the field. To address this gap, improvements in inter-sectoral coordination, synergy between physical and socio-economic programs, and increased use of Extreme Poverty Eradication Acceleration-based data are needed to determine program targets and locations. Better alignment between budget and data-based needs will increase the effectiveness of extreme poverty eradication programs and ensure that government policies can be implemented more optimally and sustainably at the regional level.

Furthermore, the evaluation of the implementation of the extreme poverty eradication program in Jeneponto Regency was carried out by Bappeda and Perindag. The evaluation carried out by Bappeda covers all activities organized by the relevant Regional Apparatus Organizations, considering Bappeda's role as coordinator and supervisor of regional policies. In contrast, evaluation by Perindag is limited to programs implemented by the Manpower and Transmigration Office, considering that the data managed by the Industry and Trade Office is directly related to the program. The evaluation only focuses on administrative reports and does not reflect any critical reflection on the results of program implementation. This leads to limited and less in-depth evaluations, which should include constructive feedback for continuous improvement of the program.

On the other hand, the provisions for monitoring and evaluation stipulated in the Coordinating Minister for Human Development and Culture Decree No. 32/2022 require evaluations to be carried out in a tiered and integrated manner. Monitoring and evaluation must be carried out periodically using data and field monitoring to identify challenges and strategies related to the program. However, in Jeneponto Regency, program evaluation focuses more on administrative reports. It does not sufficiently involve in-depth analysis of program implementation, which should provide constructive feedback for continuous improvement.

One of the critical gaps identified is the involvement of the Poverty Alleviation Coordination Team in program evaluation, which is still not optimal. By the Acceleration of Extreme Poverty Eradication provisions, the Poverty Eradication Coordination Team must be the primary driver in coordinating and implementing evaluations of extreme poverty eradication programs. The findings of this study indicate that a more comprehensive and holistic evaluation, as stipulated in the Acceleration of Extreme Poverty Eradication, has not yet been fully implemented. Alignment between data-based evaluations and more reflective reports needs to be improved by ensuring the active involvement of the Poverty Eradication Coordination Team in every monitoring and evaluation process.

3.5. Actor Collaboration and Cross-Sector Governance

The results of thematic network mapping on Atlas. Ti shows that the effectiveness of extreme poverty alleviation in Jeneponto Regency is greatly influenced by the configuration of collaboration between actors and cross-sector governance structures (Figure 2). The network's main dimensions of Actor Collaboration and Cross-Sector Governance are closely connected to two large sub-clusters: Program and Institutional Governance and Village Government Involvement, which form the structural foundation of cross-institutional cooperation dynamics.

Program and institutional governance in extreme poverty alleviation in Jeneponto Regency show significant weaknesses in inter-institutional coordination. Some of the main problems identified are "Weak Coordination," "Coordination with Regional Apparatus Organizations," "Collaboration Between Regional Apparatus Organizations," "Cross-Program and Sector Integration," and "Sectoral Ego," revealing that although Bappeda has a formal role as a coordinator, the practices that occur are still dominated by sectoral and bureaucratic approaches. Although a functional coordination forum has been formed through the Regional Poverty Alleviation Coordination Team based on the Decree of the Regent of Jeneponto No. 100.3.3.2/112/2024, the implementation of program interventions is not running effectively. Research findings show that the team has not carried out its role as a coordinator in policy formulation, planning, and monitoring the implementation of extreme poverty alleviation activities. The existence of this Coordination Team is only passive, without active contribution in facilitating the integration of cross-sector programs needed to address extreme poverty holistically. This

pattern illustrates the low collaborative capacity, as stated by Ansell and Gash (2008), namely the capacity to build trust and work routines together across organizations [27].

Meanwhile, Village Government Involvement shows its complexity in local governance. Although the village has a strategic position as a policy implementer locally, the visualization shows that the Lack of Village Government Response is a consequence of the Minimal Budget and weak structural support from the district government. The cause of the relationship between these two indicators indicates that fiscal limitations and weaknesses in participatory planning are the main factors that hinder active village involvement in extreme poverty alleviation. This situation indicates that the network structure is vertical and unequal regarding role and function.

In addition, the Cooperation dimension emerges as a potential area in the collaboration network. This node is connected to various non-governmental actors, such as NGOs, Social Activists, Partner Schools, and the private sector, such as the Punagaya steam-electric power plant. However, the relationships depicted in the network show more of an informal and ad-hoc pattern of cooperation rather than systematic institutional collaboration. This is in line with the polycentric governance approach, where interactions between decision centers occur in parallel but are not yet accompanied by a cohesive coordination mechanism [28].

This phenomenon indicates that although non-governmental actors have begun to take a role in poverty alleviation, their involvement has not yet been integrated into the formal decision-making system. Thus, the potential for cross-sector collaboration has not been maximized to create adaptive and reflective governance of the local context. The absence of a responsive coordinating structure hinders the integration process between resources, data, and intervention strategies from various actors.

In the integrative governance framework developed by Stout and Love (2019), ideally, cross-actor collaboration is not only seen as a distribution of technical tasks but also as a deliberative process that unites values, knowledge, and collective capacities from various parties [8]. However, these findings indicate that the process (collaborative) and structure (responsive network) dimensions have not developed simultaneously in practice in Jeneponto. Instead of forming an integrative policy ecosystem, what has happened is institutional fragmentation and isolation of roles between sectors.

Thus, to overcome stagnation in cross-sectoral governance collaboration, institutionalization of inclusive and cross-level collaborative mechanisms, both formal and informal, is needed through the formation of multi-stakeholder forums, harmonization

of Bappeda's role as a facilitator, and empowerment of village governments as policy-implementing nodes. Without this reform, extreme poverty governance in Jeneponto will continue to operate in a sectoral pattern that is not adaptive to the complexity of multidimensional problems.

3.6. Innovative Activities and Solutions

The results of visual mapping through Network Manager in Atlas. Ti shows that innovative activities and solutions in extreme poverty alleviation in Jeneponto Regency have two main dimensions: Type of Activity and Contextual Solutions. These two nodes form a network configuration that reflects the adaptive efforts of local governments in designing socio-economic interventions that are responsive to local vulnerabilities.

The Activity Type node represents the spectrum of programs run by various Regional Apparatus Organizations, such as Vocational Training, Coffee Barista, Sewing, Business Capital, Direct Assistance, Food Assistance, Scholarships, and School Supplies. When associated with the three main strategies for alleviating extreme poverty that have been determined nationally, namely reducing the burden of community expenditure, increasing community income, and reducing the number of pockets of poverty, it can be identified that these activities have covered all three strategic dimensions. However, they have not been fully integrated into a systemic framework.

First, activities such as Scholarships, School Supplies, Food Assistance, and Direct Cash Assistance directly support strategies for reducing the burden of community expenditure, especially for impoverished households with limited access to education and basic needs. This intervention provides a short-term relief effect on family economic pressures, but its sustainability depends on budget consistency and targeting accuracy. Second, the Vocational Training, Coffee Barista, Sewing, and Business Capital programs contribute to increasing community income through a skills-based empowerment and entrepreneurship approach. This activity shows a paradigm shift from consumptive assistance to productive inclusion, in line with the capability-based approach, which is oriented towards building capacity and economic independence [29]. However, limitations in continued assistance and market access mean that the impact of this activity is still fluctuating and has not been widely measured.

Third, the strategy for reducing the number of pockets of poverty is reflected in the dimensions of the expected solution, which uses a more precise spatial approach, such as By Name, Address, Program, Pilot Project, and Mobile Training Unit nodes.

This intervention model is designed to reach households in priority areas identified through the Targeting data for the Acceleration of Extreme Poverty Eradication. This strategy, if developed consistently, has the potential to reduce the concentration of poverty in specific clusters and support a more equitable geographical redistribution of resources. Conceptually, the existence of the expected Solution dimensions, such as Mobile Training Unit, Pilot Project, and Student Worksheet Throwing Pattern, indicates a tendency toward social innovation, namely locally-based innovation that emerges as a response to the limitations of standard programs [30]. This innovation shows the ability of local governments to create more adaptive intervention models, but the challenge lies in institutionalization and replication in the formal planning system.

In the perspective of integrative governance, innovative solutions should not stand alone as sectoral initiatives, but rather be part of a systemic transformation that combines collaborative processes, responsive network structures, and facilitative coordination functions [8]. Most of these innovations are not yet connected to strategic planning nodes or policy feedback mechanisms, indicating that their sustainability and scalability still depend on institutional reflective capacity.

Thus, although innovative activities and solutions in Jeneponto have shown potential to support the national strategy for eradicating extreme poverty, their effectiveness is still limited by weak cross-sectoral coordination, the absence of a data-based evaluation system, and minimal integration in the regional development planning cycle. Institutional reforms that enable integration between program design, spatial data, and national strategies are critical to driving policy transformation towards more adaptive, collaborative, and long-term impact-oriented governance.

3.7. Communication and Public Engagement

Visual analysis using Network Manager in Atlas. Ti shows that the communication and public engagement dimensions in extreme poverty alleviation in Jeneponto Regency are structured into two main dimensions: Community Participation and Communication. Both form a structure that conceptually shows how government and community relations are built, maintained, and strengthened through formal and informal social mechanisms.

Community Participation includes nodes representing voluntary citizen involvement through community support, cooperation, and voluntary donations. These nodes show a form of participation based on strong collective values and social norms, which in the literature is referred to as bonding social. Activities such as cooperation and

informal support strengthen social relations, as reflected in the cause of the relationship between the mutual cooperation node and social relations. This pattern shows that trust and social cohesion are important foundations in strengthening the legitimacy and sustainability of government programs.

However, the network also shows a contradictory relationship between the community participation dimension and the community not involved node, indicating that the involvement is not evenly distributed. In some contexts, community participation is limited by geographical factors, inequality in access to information, or a low sense of ownership of the program. This inequality indicates a gap in public involvement, indicating that the available social capital has not been optimally capitalized within the framework of inclusive policies.

The Communication dimension contains nodes such as coordination meetings, correspondence, and socialization, which are formal channels for conveying information and coordination between stakeholders. Findings in the field show that the communication mechanism is not fully two-way. Socialization is carried out only to convey information to the community regarding implementing government programs. Coordination meetings are held only to carry out the obligation to attend invitations which are the weekly agenda of the Jeneponto Regency government in efforts to eradicate extreme poverty. However, at the meeting, the discussion was only about data, without discussing the follow-up of the existing data to implement efforts to eradicate extreme poverty in Jeneponto Regency. Correspondence was conducted to establish communication with the village government and technical Regional Apparatus Organizations in eradicating extreme poverty. However, according to the results of the communication, almost 80% did not receive a response from the village government.

Thus, although there is community participation in cooperation and donations and formal communication channels such as coordination meetings and socialization, the communication system and public involvement in the governance of extreme poverty eradication in Jeneponto are not yet fully deliberative and inclusive. To answer this challenge, it is necessary to (1) institutionalize two-way community-based communication channels, (2) strengthen the feedback system in program planning and evaluation, and (3) recognition of non-formal contributions from citizens as part of the policy strategy. The transformation of public communication from a technocratic instrument to a participatory dialogue vehicle is crucial so that the community does not only become an object of policy but an active subject in the governance of extreme poverty eradication that is reflective, adaptive, and socially just.

3.8. Data Sources

Network visualization through Network Manager in Atlas. Ti software reveals that data sources in extreme poverty alleviation governance in Jeneponto Regency are very diverse but have not been fully integrated. The main dimensions of the Extreme Poverty Eradication Data Source are connected to various sectoral data nodes, including Targeting Data for the Acceleration of Extreme Poverty Eradication (P3KE Data), Integrated Social Welfare Data (DTKS), Central Statistics Agency Data (BPS Data, Dapodik Data, Surveys, Social Media, and administrative data from the Social and Industry and Trade Services. The relationship between these nodes indicates a structural, but not necessarily functional, relationship between the various data sources.

The Targeting Data for the Acceleration of Extreme Poverty Eradication issued by the Coordinating Ministry for Human Development and Culture has been determined as the primary basis for targeting the extreme poverty eradication program. However, the study results show that cross-sectoral implementation still shows preferences for using each data. For example, the Social Service tends to refer to DTKS, the Education Service uses Dapodik, while the Housing, Settlement Areas, and Land Service rely on data from internal surveys and field observations. This diversity indicates the existence of data silos, namely the fragmentation of data sources between institutions that hinder the integration of information across sectors [31].

In addition to formal data, the Social Media and Survey nodes indicate the emergence of non-conventional alternative data sources. In this context, digital channels and community reports have begun to enrich field information, especially in reaching marginalized populations not covered by formal registration. However, the use of this data is still sporadic and has not been institutionalized into an evidence-based policy planning system. This reflects the weak development of data collaborative governance, which involves collaboration between the government, community, and other stakeholders.

Meanwhile, the Data Collaboration node in the network indicates cross-sectoral awareness of the importance of data interoperability. However, it does not yet appear strong regarding connectivity or institutional capacity to realize it. In practice, interoperability is still hampered by dissimilar standards, differences in verification methodologies, and the absence of an integrated data exchange system at the regional level. As a result, although information is available from various sources, the ability of local governments to conduct holistic and predictive analysis of extreme poverty is limited.

This lack of data integration directly impacts the quality of planning and targeting accuracy. Without a reliable and coordinated database, determining program targets is prone to bias, exclusion, or duplication of assistance. This risks exacerbating the inequity of program distribution and hindering the national strategic goal of reducing poverty pockets with spatial precision. In the context of integrative governance, data systems should not only be positioned as administrative tools but as structural components of deliberative processes that connect actors, policies, and interventions. Unfortunately, the absence of feedback or evaluative nodes in the network strengthens the indication that current data utilization is more static and does not support a reflective planning cycle.

Thus, although various data sources are available to support extreme poverty alleviation in Jeneponto, the absence of an integration system and cross-validation mechanism means that data cannot be utilized optimally to support evidence-based policies. Regional information system reform needs to focus on building interoperable platforms, standardizing sectoral data, and institutionalizing coordination mechanisms and data exchange between institutions so that extreme poverty governance can be more precise, inclusive, and accountable.

3.9. Challenges and Barriers

Visual mapping through Network Manager in Atlas ti reveals the complexity of challenges and obstacles faced in efforts to eradicate extreme poverty in Jeneponto Regency. The main node, Challenges & Obstacles, consolidates various nodes that are systemically connected and show the interdependence between geographical, institutional, and cultural aspects and program implementation capacity.

First, geographical and infrastructure aspects are the most fundamental structural barriers. The Geographical Conditions, Transportation Access, and Data and Communication Access nodes show that difficult-to-reach terrain affects delays in aid distribution and program implementation. In addition, the No Detail Regional Government Information System (SIPD) Response node shows the limitations of digital information systems in presenting spatial data and local needs in a granular manner. This has a direct impact on the accuracy of planning and evidence-based decision-making.

Second, social and cultural challenges are significant barriers to the effectiveness of interventions. Nodes such as Mindset, Dependency, and Children Prefer to Work

Rather than Go to School illustrate that extreme poverty is not just an economic problem but is also rooted in culture and social values. This phenomenon hinders acceptance of empowerment programs and increases the risk of exclusion from productivity-based assistance schemes. In this context, a technocratic approach without a social change strategy cannot address transformative challenges. Third, there are obstacles to program implementation and institutions. Ineffective, Unsustainable Program Nodes, Person-by-Person Distribution, and Several Regional Government Organizations Lacking Personnel indicate weak coordination between institutions and a lack of systematic monitoring and evaluation mechanisms. Temporary and less institutionalized programs fail to create long-term impacts, especially in productive business-based interventions that require continued assistance.

Fourth, data and targeting challenges are also critical issues. Nodes such as Invalid Data, Difficulty Finding Active Business Recipients, and Individual Distribution Without a Collective Needs Basis indicate that data governance has not been able to support precise targeting. The lack of synchronization between P3KE data and other sectoral data causes uneven program implementation and even risks creating new inequalities. Fifth, regarding socio-economic carrying capacity, the Lack of Employment, No Home, and No Shed nodes indicate that most aid recipients do not have the physical prerequisites or basic capital to participate in productive economy-based programs. This is exacerbated by the Underutilization of Competencies, where the skills possessed by the community are not aligned with the program opportunities available. This situation creates a gap between the potential of human resources and the program design.

Overall, this network of challenges and obstacles represents a condition of wicked problems, where the complexity of the problem cannot be solved linearly or sectorally. Institutional fragmentation, weak data integration, and lack of contextual awareness in program design reinforce the notion that a reflective and adaptive governance structure has not supported efforts to eradicate extreme poverty in Jeneponto.

3.10. Synthesis of Research Results on Extreme Poverty Alleviation Governance in Jeneponto Regency and Its Relationship with Other Theories

The analysis of Word Frequencies and Thematic Network through Atlas. Ti, as explained previously, shows the main focus and seven themes representing the dynamics of

extreme poverty alleviation governance in Jeneponto Regency. To clarify the relationship between the results of the empirical analysis and the theoretical framework of governance, the findings of this study are synthesized in Table 1. This table summarizes the main themes, sub-themes, descriptions of findings, and their comparison with relevant governance theories. This synthesis aims to show empirical contributions to the development of integrative governance, collaborative governance, adaptive governance, and wicked problem theories in the study of extreme poverty governance.

TABLE 1: Synthesis of Research Findings and Comparison with Governance Theory.

Main Theme	Sub Themes	Description of Findings	Appropriate/Comparison with Governance Theories
Fragmentation of Governance	Data and System Fragmentation	Data between regional apparatus organizations (P3KE Data, DTKS, Dapodik) is not integrated, resulting in inaccurate planning and budgeting.	Consistent with Mutiarin et al. (2024) on the importance of data interoperability in public governance.
	Not in Sync with National Policy	Regional policies have not fully adopted Presidential Instruction 4/2022 and Coordinating Ministry for Human Development and Culture 32/2022.	In line with the concept of adaptive governance (Yasmin et al., 2020).
Program Implementation	Ambiguity of Program Targets	The program's targets are still general, not yet focused on extreme poor groups.	Strengthening the theory of wicked problems (Head, 2022).
	Social Assistance Dependence	The program emphasizes assistance rather than empowerment.	Relevant to the dependency trap theory in poverty studies (Peters, 2020).
Cross-Sector Collaboration	Ego-Sektoral dan Fragmentasi Aktor	Ego-Sektoral and Actor Fragmentation	According to the theory of collaborative governance (Emerson & Nabatchi, 2015).
	Lack of Involvement of Non-State Actors	Lack of Involvement of Non-State Actors	Terkait dengan teori Participatory Governance (Vivier & Sanchez-Betancourt, 2023) [32]
Local Innovation	Contextual Innovation	Innovations such as the Mobile Training Unit emerged.	In line with social innovation in governance (Máhr & Németh, 2024)
	Institutionalization Challenges	Innovation has not been included in regional planning.	Strengthening the theory of integrative governance (Stout & Love, 2019).
Socio-Cultural Barriers	Dependency Mindset	Residents tend to be passive towards empowerment programs.	Relevant to wicked problems in social change (Head, 2022).
	Low Education Participation	Low education hinders economic empowerment.	In line with human capital theory (Becker, 1994).

The synthesis in Table 1 makes it clear that the main failures in eradicating extreme poverty at the local level are not simply due to resource constraints but rather to weak

policy integration, institutional fragmentation, and resistance to innovation adaptation, which require a reformulation of local governance approaches.

3.11. Discussion

This study reveals that the dynamics of extreme poverty alleviation governance in Jeneponto Regency still face serious multidimensional challenges. Based on the word frequency analysis, the dominance of the word “data” highlights how crucial information integration is in supporting the effectiveness of interventions. However, this finding also reveals data fragmentation between sectors, where each regional apparatus organization uses a different database, hampering the accuracy of targeting and decision-making. This condition strengthens the findings of Mutiarin et al. (2024), which show that fragmented data governance is still a major obstacle in the public sector [33].

In addition, the results of thematic network analysis reveal a misalignment between formal planning documents and implementation practices in the field. Documents such as the Regional Medium-Term Development Plan and the Regional Development Plan, although they list poverty as a priority, have not specifically adopted the term “extreme poverty” as mandated in national policy. The inability of regions to respond to the dynamics of national policies, such as Presidential Instruction No. 4 of 2022 and the Coordinator for Human Development and Culture No. 32/2022, shows structural rigidity that hinders policy adaptation [15]. This weakens the responsiveness of regional governance to dynamic national priorities.

In terms of cross-actor collaboration, this study found that inter-institutional coordination is still symbolic and procedural, not substantively collaborative. Forums such as the Regional Poverty Alleviation Coordination Team have not effectively performed their function as cross-sector collaboration facilitators. This condition aligns with Emerson and Nabatchi's (2015) criticism regarding trust-building and integrating deliberative processes in the collaborative governance model [34]. On the other hand, sectoral ego exacerbates fragmentation, causing programs to run partially without strong integration.

A positive finding from this study is the emergence of various locally-based innovations, such as the Mobile Training Unit and Pilot Project, which reflect the adaptive capacity of local governments. However, this innovation has not been institutionalized in strategic planning, making it more experimental than systemic. This is in line with the views of Máhr & Németh (2024) that social innovations that are not integrated into the policy cycle are vulnerable to stalling as political priorities or funding changes [30].

This finding explicitly confirms the tendency also found in Schoon and Cox's (2021) study on coordination challenges in polycentric governance systems in the environmental sector and Head's (2022) study on how wicked problems in public policy require integration across actors and structures. Likewise, the failure of local governments to systematically integrate data from the *Pensasaran Percepatan Kemiskinan Ekstrem* (Acceleration of Extreme Poverty Eradication Targeting) resonates with the findings of Mutiarin et al. (2024) on the failure of data interoperability in digital public service reforms [33].

This study also confirms that extreme poverty in Jeneponto is a wicked problem (Peters, 2020), where the complexity of social, cultural, economic, and institutional factors interact. Cultural barriers such as dependency mindsets and resistance to empowerment programs indicate inadequate technocratic solutions. Therefore, community-based social transformation must be integral to the extreme poverty alleviation strategy.

Although this study identifies several interrelated governance barriers, such as data fragmentation, weak coordination, institutional rigidity, and limited local innovation institutions, the empirical pattern shows that data fragmentation is the most urgent issue for immediate reform. Data fragmentation directly impacts the effectiveness of targeting, monitoring, and coordination, ultimately hampering the ability of institutions to adapt. Coordination forums remain symbolic because they are run without the support of integrated and reliable data, weakening their ability to facilitate strategic responses. Similarly, local innovation cannot be institutionalized sustainably without data that can validate its relevance and effectiveness. Thus, resolving the issue of data interoperability is not merely a technical necessity but an essential structural prerequisite for strengthening cross-sectoral coordination, institutionalizing innovation, and increasing overall institutional responsiveness.

The practical implications of these findings are the importance of the Jeneponto Regional Government to build a data interoperability system across Regional Government Organizations, strengthen active coordination mechanisms through revitalizing the function of the Regional Poverty Alleviation Coordination Team, and institutionalize local innovation into the regional development planning cycle. In addition, the adaptive capacity of the bureaucracy needs to be strengthened through cross-sector collaborative training and mainstreaming community-based social change strategies in empowerment programs for the extreme poor.

The results of this study enrich the discourse on integrative governance by showing that efforts to eradicate extreme poverty require more than formal policies but rather an adaptive, reflective, and collaboration-based institutional ecosystem. In other words, governance reform must include updating data systems, coordination mechanisms, institutionalization of local innovation, and sustainable social change strategies.

4. Conclusion

Through the Word Frequencies and Network Manager analysis approach based on Atlas. This study has succeeded in mapping the structural and relational dynamics in local governance. The analysis shows that technocratic efforts such as program innovation and data reform are insufficient if they are not accompanied by local community-based social transformation. Therefore, extreme poverty alleviation strategies need to include data integration across Regional Government Organizations, revitalization of inter-sector coordination mechanisms, institutionalization of local innovation, and mainstreaming of community empowerment approaches based on changes in mindset.

To respond to these governance challenges more operationally, this study proposes a reform framework consisting of four interrelated pillars: (1) developing an integrated data system that links local databases with national platforms such as DTKS and P3KE; (2) revitalizing the Regional Poverty Alleviation Coordination Team from a symbolic institution to an active collaboration node with a clear mandate and resource support; (3) institutionalizing local innovations such as the Mobile Training Unit into the regional planning and budgeting cycle, through adaptive and results-based evaluation tools; and (4) mainstreaming community-based empowerment strategies that address cultural resistance through participatory facilitation and social learning.

Theoretically, this study contributes to the discourse on integrative and adaptive governance in dealing with complex public problems. Practically, this study offers contextual and applicable reform directions to strengthen institutional capacity and the sustainability of extreme poverty alleviation governance. Despite making significant contributions, this study acknowledges limitations in reaching the role of non-governmental actors. Further research needs to expand the perspective of multilevel governance by including collaboration between civil society actors and the private sector in poverty alleviation strategies.

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