

Research Article

Process and Outcomes of Collaborative Governance in Poverty Alleviation in Southwest Papua Province

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Abstract.

Poverty is a major problem faced by the Government of Southwest Papua Province, which has the highest poverty rate in Indonesia. This research aims to analyze collaborative governance in poverty alleviation in Southwest Papua Province for which a qualitative approach was used. Data collection methods included observation, in-depth interviews, and documentation. Data sources consisted of primary and secondary data, while data analysis was conducted using the interactive method. The informants in this research are stakeholders who are directly involved in poverty alleviation policies in Southwest Papua Province. Based on the results, it was found that poverty alleviation was intervened by many Regional Device Organization (OPDs). Furthermore, the various OPDs were members of the Regional Poverty Reduction Acceleration Team (TKPKD). So far, poverty alleviation in West Papua Province has not optimally reduced the poverty rate. The main problems faced are related to the collaboration process between OPDs, including face-to-face dialogue that is not carried out regularly and periodically, so that synergy and mutual understanding between TKPKD members have not been well formed. In addition, TKPKD's commitment has not been accompanied by joint action in implementing poverty alleviation programs, and its form is often still limited to verbal statements. As for the outcome, there has been a decrease in the percentage of the poverty rate, but the decrease is still above the average percentage of the national poverty rate.

Keywords: process, outcome, collaborative governance, poverty alleviation

1. Introduction

Real national development is the key to achieving a just and prosperous society in Indonesia. To realize this, the government prioritizes the development of underdeveloped regions as an important step to achieve national goals. One indicator of the success of economic development is economic growth [1]. Development is closely related to the fulfillment of needs to create public welfare. Realizing public welfare, the government must pay attention to the problems of poverty and the community's economy [2]. Economic growth refers to an increase in economic activity that results

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in increased production of goods and services in society, thereby increasing public welfare. Economic growth and poverty are important indicators to see the success of a country's development. Every country will always work hard to achieve optimal economic growth and reduce poverty rates. In every country throughout the world, the main requirement for reducing poverty rates is economic growth. However, in the conditions of developing countries including Indonesia, the economic growth achieved is also accompanied by the emergence of problems of increasing numbers of people living below the poverty line [3]. Strong and sustainable regional economic development is an effective collaboration between the use of existing resources, society, and government. In this context, the government as a regulator plays a strategic role in seeking broad opportunities for local communities to fully participate in every economic activity.

Poverty is a condition where one cannot access all forms of needs, whether from the social, political, economic, educational, or other fields. Poverty is divided into four forms, including a) absolute poverty, this poverty occurs when income is below the poverty line or cannot meet the needs of food, clothing, health, education, housing, and others, b) relative poverty, poverty occurs due to the influence of development policies made by the government which harm certain communities and cause inequality in society, c) cultural poverty, cultural poverty occurs because it refers to the attitudes of individuals from the community itself which are caused by cultural factors, such as being lazy to work, wasteful, unwilling to improve the standard of living and so on, d) structural poverty, poverty caused by low access to utilizing resources that occur in a socio-cultural and political system that does not support freedom from poverty [4]

Poverty is a fundamental problem in economic development, especially in developing countries such as Indonesia. Poverty is defined as a person's inability to meet their basic needs due to powerlessness in accessing or controlling economic resources. Unequal economic development is one of the causes of poverty. Therefore, poverty alleviation and equitable development are important aspects of the government's policy agenda. The problem of poverty is very complex. Many factors play a role in causing poverty. According to Yasa (2007), the misfortune inherent in poor families, limited asset ownership, physical weakness, isolation, vulnerability, and powerlessness are various causes of why poor families are lacking in meeting the necessities of life, such as food, clothing, shelter, health, and decent education for their children [5]. The conditions of deprivation of the poor community cause them to be unable to carry out their social functions. Poverty is a challenge that is still faced by the Government of the Republic of Indonesia to this day. Poverty is one of the benchmarks of the welfare of society

in the area. Not only that, poverty can also be used as a reference to measure the level of progress of a country or region. Some people understand this term subjectively and comparatively, while others see it from a moral and evaluative perspective, and still others understand it from an established scientific perspective, and so on. The elimination of extreme poverty is one of the indicators of Goal 1, namely: No Poverty in the Sustainable Development Goals (SDGs).

Presidential Instruction Number 4 of 2022 states that in order to eliminate extreme poverty throughout the territory of the Republic of Indonesia in 2024, through program integration and synergy, as well as cooperation between ministries/institutions and regional governments, hereby instructs the governors to: a) implement the acceleration of the elimination of extreme poverty in the provincial area; b) prepare target data for extremely poor families as determined by the Regent/Mayor; c) prepare programs and activities in the Provincial Government Work Plan and allocate a budget in the Provincial Revenue and Expenditure Budget in order to accelerate the elimination of extreme poverty, including updating recipient data by name and address (by name by address); d) provide guidance and supervision to the Regent/Mayor regarding the implementation of the acceleration of the elimination of extreme poverty; and e) submit a report on the results of the implementation of the acceleration of the elimination of extreme poverty to the Minister of Home Affairs with a copy to the Coordinating Minister for Human Development and Culture every 3 (three) months.

Poverty alleviation is a policy and program of the government and local government that is carried out systematically, planned, and in synergy with the business world and the community to reduce the number of poor people to improve the welfare of the people. Collaboration in solving the complexity of public problems is currently a trend in public administration studies, both public management and public policy. Often policies formulated by the government experience obstacles in the implementation of policies that are multi-sectoral in their implementation involving various stakeholders from government elements, as well as involving the private sector and the public. Obstacles often include limited resources owned by the actors involved so that the policy becomes ineffective and inefficient. Whereas collaboration studies emphasize the utilization of resources owned by stakeholders so that they can be implemented effectively and efficiently.

The West Papua Provincial Government to eradicate poverty, formed the Regional Poverty Alleviation Acceleration Team (TPPKD), which is a forum for cross-sector and cross-stakeholder coordination for poverty alleviation in the West Papua Province. The

number of poor people in the West Papua Province in 2024 is 96.81 thousand people. The West Papua Provincial Government has poverty alleviation programs including: a) the Old Age Protection Program (Paitua), b) the Community Economic Empowerment Program (Berdaya Ekomas), and c) the Informal Worker Protection Program (Torang Jaga Program). Not only through these programs, the West Papua Provincial Government in the context of long-term poverty alleviation continues to implement programs and activities from each Regional Apparatus Organization (OPD) through increasing the development of education and health, employment, and agriculture.

Based on the phenomenon of various poverty alleviation programs in Indonesia, shows that this problem needs to be solved with a collaborative governance approach because this approach is considered relevant and comprehensive in reducing poverty rates due to the government's inability to solve public problems as a single organization/single actor so that it is very important to collaborate with various stakeholders from non-government and society as the three are pillars in governance. This study uses the theory proposed by Ansel and Gash (2008) which explains that collaborative governance includes elements of initial conditions, institutional design, facilitative leadership, collaboration processes, and outcomes. Furthermore, Ansel and Gash (2008) argue that in collaboration there are components that form a cycle and influence each other, where these components are integral parts that influence the success of collaboration [6]. Based on this explanation, this study aims to analyze how the process and outcomes of collaborative governance can be applied to poverty alleviation in Southwest Papua Province.

2. Materials and Methods

This research analyzes and explores the processes and outcomes of collaborative governance in poverty alleviation in West Papua Province. This study uses a qualitative approach, namely research that analyzes or describes events that occur in the research object at present. The qualitative research method in this study aims to explain or describe the problem systematically, factually, and accurately [7]. This approach was chosen because it is believed to be able to explore the meaning, perception, and dynamics that emerge behind the policies and practices of collaboration in poverty alleviation in the Province of Southwest Papua. The location of the study is in the Province of Southwest Papua. The informants in this study were the Regional Poverty Alleviation Coordination Team (TKPKD) and other stakeholders who are authorized to

provide information regarding poverty alleviation efforts in the Province of Southwest Papua.

Primary data in this study was obtained through direct interviews with informants and observations regarding. Primary data can also be in the form of observations, events, or activities. Secondary data in the form of data related to poverty alleviation policies, books, journals, and previous research. In this study, the main data collection techniques are in-depth interviews and observations. Documentation is studying documents or records of past events. The data analysis technique in this study uses interactive model data analysis techniques [8].

3. Results and Discussion

This study aims to analyze and explore the processes and outcomes of poverty alleviation in the Province of Southwest Papua, by using the theoretical approach put forward by Ansel and Gash, 2008 related to collaborative governance. Collaborative governance is a public structure process in decision-making and policy management that constructively involves people including public bodies, government, the private sector, and society to implement public goals that cannot be achieved.

To eradicate poverty in the Province of West Papua, programs are also implemented through the activities of each related Regional Apparatus Organization (OPD), through increasing the development of education and health, employment, agriculture, and other poverty alleviation support programs. The Government of the Province of West Papua in its efforts to eradicate poverty also has a number of priority programs and even quickly wins, among others.

a) The old Age Protection Program (Paitua), this PAITUA program was initiated from concern for the living situation of the elderly community whose number is quite significant, namely around 24,759 Elderly. This PAITUA program is intended for the people of West Papua Province who are over 65 years old, the purpose of the PAITUA program is also expected to help improve health levels and increase people's purchasing power.

b) The Community Economic Empowerment Program (Berdaya Ekomas), this program is an effort to strengthen capital for MSME actors (which is prioritized for Indigenous Papuans). Through this program, MSME actors can access soft loans to Bank Papua.

c) Informal Worker Protection Program (Torang Jaga Program). The West Papua Provincial Government through the Manpower, Transmigration, Energy and Mineral

Resources Office pays BPJS Employment membership contributions to vulnerable workers, such as traders in traditional markets, farmers, fishermen, manual laborers, public transportation drivers, and motorcycle taxi drivers. It also pays contributions for people who work as religious social workers such as church or mosque guards, congregation teachers, and mosque imams.

The findings of the study indicate that poverty in the Province of West Papua is caused by low purchasing power of the community which is indicated by low per capita income. The capital capacity for Micro, Small, and Medium Enterprises (MSMEs) is very limited, so poor people, especially Indigenous Papuans (OAP), find it difficult to access capital loans from banks, and also the community is at a vulnerable point because most of the poor work in the informal sector which is included as vulnerable workers.

The data shows the number of poor people in West Papua Province in the period 2022-2024 as obtained from the Central Statistics Agency of West Papua Province which is shown in the Table 1 below:

TABLE 1: Percentage of Poor Population Based on District in Southwest Papua Province.

Regency/City and Province	Number of Percentage of Poor Population by Regency/City (Percent)		
	2022	2023	2024
Raja Ampat	17.32	16.76	15.83
Push	27.58	26.88	25.71
South Sorong	18.48	18.11	17.83
Maybrat	31.14	30.28	29.18
Tambrau	32.45	31.23	29.88
Sorong City	14.96	14.41	13.67
Southwest Papua	21.33	20.49	18.13

Source: Central Statistics Agency of Southwest Papua Province, 2025

The data above shows that the number of poor people based in Regency in Papua Barat Daya Province has decreased every year. However, the percentage of the decrease in the number of poor people in Papua Barat Daya Province does not show a drastic decrease. Every year in each regency/city area in Papua Barat Daya Province there is a decrease of almost 1%. This shows that the Papua Barat Daya Provincial Government continues to strive to reduce and suppress poverty rates in Papua Barat Daya Province through established programs.

3.1. Process On Collaborative Governance In Poverty Alleviation in Southwest Papua Province

The collaboration process is an important part of collaborative governance. The collaboration process includes several stages in it (Ansel and Gash, 2008). The collaboration process consists of:

a) Interface dialogue

Interface dialogue as a form of communication is important in collaboration, because of the process of consensus formation. Direct communication (face-to-face) is an effort to reduce stereotypes (i.e. the perception of actors who see the bad side of other actors) and increase respect between actors.

The findings of the study indicate that in the implementation of the poverty alleviation program in the Province of West Papua, a Regional Poverty Alleviation Coordination Team (TKPKD) has been formed. The formation of the Regional Poverty Alleviation Coordination Team (TKPKD) has been based on the Governor's Decree. The Regional Poverty Alleviation Coordination Team (TKPKD) has the following functions: 1) preparation of the RKPD and provincial action plan; 2) Coordination of the preparation of the draft provincial RKPD in the field of poverty alleviation; 3) Coordination of the implementation of programs in the field of poverty alleviation; 4) facilitation of partnership development in the field of poverty alleviation; 5) preparation of monitoring instruments, implementation of monitoring, and reporting of monitoring results for the implementation of poverty alleviation; 6) management of public complaints in the field of poverty alleviation by the provisions of laws and regulations; 7) Harmonization of the preparation of the Regency/City RKPD; 8) implementation of other functions given by the governor. In implementing poverty alleviation efforts, the Regional Poverty Alleviation Coordination Team (TKPKD) carries out outreach to all stakeholders or stakeholders involved in poverty alleviation efforts in Southwest Papua Province.

The research findings also show that the coordination or meetings conducted by the Regional Poverty Alleviation Coordination Team (TKPKD) have not been fully running well. In the implementation of the Monev meeting, it is carried out according to needs, there is no routine schedule determined in the implementation of the Monev. The research findings also show that the implementation of the program is still relatively partial, it has not been well integrated. Meanwhile, collaboration with stakeholders in each activity runs well. However, collaboration between programs has not been well coordinated.

b) Building Trust

Poor sense of trust between stakeholders is indeed a common thing at the beginning of the collaboration process. Collaboration is not just about negotiation between stakeholders, but more than that, it is an effort to build trust with each other. Building trust needs to be done as soon as possible when the first collaboration process is carried out. This is attempted so that the stakeholders not experience egocentrism between institutions. Therefore, in building this trust, a leader is needed who can realize the importance of collaboration.

The research findings show that in building trust between stakeholders forum was formed which was intended to build understanding and unity of action in eradicating poverty. Not only that, the forum was formed to become a container for each stakeholder involved to understand their roles and responsibilities according to their authority in poverty alleviation efforts. Research findings show that there is no conflict of interest between stakeholders in poverty alleviation efforts. So that through communication and mutual understanding, trust is built for each stakeholder that poverty alleviation in Southwest Papua Province is a shared responsibility.

c) Commitment to Collaborative Process

Commitment certainly has a strong relationship in the collaboration process. Commitment is a motivation to be involved or participate in collaborative governance. A strong commitment from each stakeholder is needed to prevent risks from the collaboration process. Although commitment is indeed a complicated thing in collaboration. Commitment is the responsibility of stakeholders to view the relationship as something new and this responsibility needs to be developed.

The findings of the study indicate that the commitment to the collaborative process of poverty alleviation in the Province of West Papua is still in the form of verbal statements. With a statement that everyone agrees to make joint efforts to eradicate poverty. However, the realization of this commitment is still based on each program manager and all stakeholders are committed to carrying out their main tasks and functions individually. And there has been no form of evaluation of the realization of commitment, commitment can be seen in the implementation of poverty alleviation efforts.

d) Shared Understanding

At the same point in the collaboration process, stakeholders involved must share an understanding of what they (stakeholders) can achieve through the collaboration. This shared understanding can be described as a shared mission, shared goals, common

objectives, shared vision, shared ideology, and so on. Sharing understanding can have implications for a shared agreement to interpret and define a problem.

The research findings show that in realizing a shared understanding, stakeholders understand the form of collaboration that is established in a joint effort to eradicate poverty in the Province of West Papua. In the implementation of collaboration, the division of tasks is normatively explained in the Decree (SK) on the Formation of the Team. Each task given is by the authority of each. In aligning perceptions and understanding, research findings show that cross-program meetings are held periodically, but in aligning and understanding perceptions are carried out in meetings when the program has been implemented. Cross-program coordination is carried out by Baperinda, which brings together problems and interests between programs.

e) Temporary Impact

The intermediate results of the collaboration process are manifested in the form of tangible outputs. This is a critical and essential process that results in developing momentum that can guide the success of a collaboration. These intermediate outcomes emerge when the possible goals and benefits of the collaboration are relatively concrete and when the “small wins” of collaboration are possible.

The findings of the study show that the poverty alleviation program in the Province of West Papua statistically has an impact on reducing poverty rates including extreme poverty. Through the poverty alleviation program, it also helps to maintain people's purchasing power, vulnerable workers are protected. This is a form of social and economic security for the community. The poverty alleviation program in the Province of West Papua shows that the commitment of the West Papua Provincial Government to poverty alleviation is realized through programs that have a direct impact that can be felt by the community in the Province of West Papua.

3.2. Outcome Collaborative Governance Poverty Alleviation in Southwest Papua Province

The outcome of collaborative governance is related to what is to be achieved and the impacts generated after a collaboration involving various actors (Ansel and Gash, 2008). Outcome is associated with the overall mission of an organization or a program and indicates the progress that has been made towards achieving the mission and goals. In this study, Outcome means the impact generated through the program that has been set.

The results of the research findings show that the outcome of poverty alleviation in the Province of West Papua Province statistically shows a decrease in the number of poor people and poverty rates. With the program, it helps the government of the Province of West Papua Province to reduce poverty rates in 2025, while in 2022 previously there was a poverty alleviation program in the Province of West Papua Province, the poverty rate did not decrease significantly. The achievements of poverty alleviation programs in the Province of West Papua Province show that in the Torang Jaga program, this program can be implemented well. In the PAITU program, the implementation of the program has not been fully implemented. Meanwhile, the Berdaya Ekomas program shows that the program has not been fully implemented. However, through these programs, it can help reduce the number of poor people in the Province of West Papua Province.

4. Conclusion

Poverty alleviation in the Province of West Papua has not been fully optimal in reducing poverty rates. The main problem faced in the collaboration process between Regional Apparatus Organizations (OPD) between face to face which shows the absence of routine meetings so the synergy and mutual understanding of the Regional Poverty Alleviation Coordination Team (TKPKD) has not been fully running well. Furthermore, the commitment that was formed only verbally has not been a joint agreement that shows a form of commitment to poverty alleviation in the Province of West Papua. The outcome of poverty alleviation in the Province of West Papua, through the programs that have been established, shows that the results achieved are that there has been a percentage decrease in poverty rates, but the decrease in these rates is still above the average percentage of the national poverty rate. So the government of the Province of West Papua needs to increase the synergy and commitment of each Regional Apparatus Organization in realizing a significant reduction in poverty rates.

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