

Conference Paper

Cross-Sector Collaboration North Kalimantan's Poverty Alleviation Program

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Abstract.

Poverty is a complex problem that has always been a concern for governments. This study analyzes poverty alleviation programs in North Kalimantan Province through a cross-sector collaboration approach using a qualitative approach. This approach is used to explain the phenomenon studied according to the context in which it occurred. Research informants include stakeholders who are members of the Poverty Reduction Coordination Team (TKPK) for North Kalimantan province. The data sources consisted of primary and secondary sources, collecting data through observation, in-depth interviews, and tracing poverty program documents and regulations. Data analysis was conducted through interactive analysis. The results showed that the implementation of the poverty alleviation program in North Kalimantan province was ineffective, so better management is needed. The facts obtained in the collaboration process found that stakeholders from the private sector and community were not fully involved in the poverty alleviation program. In addition, there are differences in opinions or conflicts of interest among stakeholders in the implementation of the poverty alleviation program in North Kalimantan Province. Another problem encountered was that the budget allocation for the poverty alleviation program was not in accordance with what was planned by the TKPK.

Keywords: collaboration process, cross sector, program implementation, poverty alleviation

1. Introduction

Poverty is a social problem that has not been discussed yet. In terms of both the definition of poverty and the factors that cause poverty, alternative solutions are needed. Various views of poverty are influenced by the ideology of poverty itself. According to Weber [1], ideology not only determines the types of problems that are considered important but also influences how to define problems and how to overcome them.

In general, the problem of poverty is seen from an economic perspective, including seeing it as a result of the gap in ownership of factors of production, ownership failure, urban-biased development policies, differences in the quality of human resources, and low formation of public capital or low incentives for investment. Thus, poverty alleviation efforts are focused on the economic sector [1]. If one looks closely, the factors that cause

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poverty are a combination of internal and external factors. Limited knowledge, lack of skills, poor health, and low work ethics are internal factors. External factors can trigger the emergence of internal factors.

A poverty is a dynamic situation. Poverty is a condition that can be changed even if it has existed for a long time. The term poverty is often defined as a shortage of goods and services needed to achieve a decent standard of living [2]. Poverty is also described as a condition in which there is a material shortage, low income, and social needs [3].

Various studies and literature related to poverty generally focus more on debates about the concept of poverty and determining poverty boundaries, causes, and efforts to overcome poverty. For example, the United Nations defines the poverty line as a per capita income of US\$ 2. Initially, for Indonesia, the poverty line was set at US\$ 1; however, since 2006, it has used a poverty line of US\$ 1.5.

In 1985, the Ministry of Home Affairs used the poverty line on the basis of income for living necessities, whose valuation was based on the prices of nine basic commodities in the local market, and was then classified into four poverty classes: very poor if per capita income <75% minimum living needs, poor if income per capita 75 – 125%, almost poor if per capita income is 125 – 200%, and not poor if income per capita is > 200%.

North Kalimantan Province is a province directly adjacent to Malaysia, therefore North Kalimantan Province is very much affected by the socio-economic activities of its neighboring countries, but the poverty rate in North Kalimantan Province is increasing year by year as can be seen from the Central Bureau of Statistics data in 2019 the poverty rate is 48.78 thousand in 2020 51.79 thousand and the peak will be in 2021 which is 52.86 thousand. However, in 2022, the poverty rate in North Kalimantan Province will decrease to 50.58 thousand (Central Statistics Agency, 2022). This indicates that the alleviation of poverty in North Kalimantan Province shows conditions that are not fixed or changing and are commonly referred to as fluctuating.

Governor Regulation Number 68 of 2017, concerning the Regional Poverty Reduction Strategy for North Kalimantan Province, is in line with the Medium-Term Development Plan, which is used as the draft regional development policy in the field of poverty reduction. However, to address poverty alleviation in North Kalimantan Province, it is not enough to be handled by just one actor, and a more elaborative handling of the characteristics of their collaboration must be carried out.

For this reason, a new approach or model is needed that is more comprehensive, integrated, and sustainable in the implementation of poverty alleviation programs in Indonesia, especially in North Kalimantan Province. One involves sectors outside the

government, parallel to the planning, implementation, and evaluation of poverty alleviation programs in North Kalimantan Province. This model is a public administration called Collaborative Governance, especially the Process Components (process components), where the government, public, and private are placed parallel in its implementation [4].

Bryson et al [4], stated that aspects of collaboration are very important, including: initial agreement, building legitimacy, building trust, managing conflict and planning. Research on the process overlaps with several aspects of the initial conditions and structure of collaboration. For example, a key process in collaboration is negotiating formal and informal agreements about the goals of the collaboration after some initial agreement on the problem definition has been reached. By agreeing on the goals of collaboration, partners can consider elements of structure, such as roles, responsibilities, and decision-making authority [4]. This research is urgent and important because in the phenomenon of poverty alleviation, especially in North Kalimantan Province, it is necessary to involve various stakeholders to come together to make joint agreements in solving public problems. Synergy between stakeholders is considered key to poverty alleviation, which requires the active involvement of all elements of society [4].

Collaboration is seen as a process of interdependence between actors and organizations, both formally and informally. Bryson et al. [4] defined cross-sectoral collaboration as a process of "connecting or sharing information, resources, activities, and organizational capabilities in two or more sectors to achieve a result that cannot be achieved by an organization. This type of collaboration recognizes the limitations and strengths of each sector and cooperation between and among them complements the functions of each sector.

The collaborative process in question is Collaborative Governance, which is defined as a process and structure in public policy decision-making and management that involves the community constructively within the boundaries of public institutions, levels of government and/or community, and private and civil society to carry out public interest that cannot be achieved without the involvement of the private sector and community [5].

By using a different term, namely cross-sector collaboration, Bryson et al. [4] define collaboration as a process of sharing information, resources, activities, and capabilities carried out by various organizations in one or several sectors to obtain desired results that cannot be obtained if only carried out by organizations that are in one sector. Bryson et al. [4] emphasize the use of the term cross-sector collaboration to indicate the involvement of government, business, non-profit, community, and other public institutions as a whole.

The collaboration process was carried out in several stages. The stage of the collaboration model is important to note as a strategy in the management of a public affair. The collaborative process is difficult to implement because the characteristics of each stakeholder differ from one another. Bryson et al. [4] describe the Collaborative Governance process as follows.

1. Forging agreements

Informal agreements on composition, mission, and collaboration processes can work well [6], but formal agreements have advantages in supporting accountability. The need to have multiple types of initial agreements and rework agreements is likely to increase as collaboration grows, and includes more geographically dispersed partners and diverse actors in the problem domain [7].

2. Building Leadership

Formal leadership positions include co-chairs, steering committees, collaborative coordinators, and project directors. To be effective, these people need formal and informal authority, vision, long-term commitment to collaboration, integrity, and relational and political skills [4] [8] [9].

3. Building Legitimacy

Building Legitimacy. Institutional theory explains that organizations seek to obtain the resources needed to survive and must build legitimacy by utilizing structures, processes, and strategies that are appropriate to their environment [10].

4. Building Trust

Trusting relationships is often described as the essence of collaboration. There is a paradox between collaboration and trust (such as lubricants and glue) in that it facilitates collaboration and unites it. Trust consists of interpersonal behavior, belief in organizational competence, and expected performance as well as shared bonds and goodwill.

5. Managing Conflicts

Conflict in collaboration arises from the different goals and expectations that each partner brings to the collaboration being formed, different views on strategy and tactics, and attempts to protect or enhance the partner's control over the work or results of the collaboration. Collaborative missions can also affect conflict levels. For example, if collaboration is formed primarily to plan system changes and to not agree on how to provide services, the level of conflict may be higher [11].

6. Planning

The key to success in this planning approach is explaining the mission and goals, roles and responsibilities, and phases or steps, including their implementation [12]. This planning approach is called also called "deliberate" [13] or also called "planning from goals" planning from goals' [14].

The collaborative process theory from Emerson, Nabatchi, and Balogh [5] comprehensively analyzes the components of collaboration. The collaborative process theory or Collaborative Governance Regime (CGR) explains in detail how the collaboration process is dynamic and cyclical by producing temporary actions and impacts, before leading to the main impact, as well as adaptation to temporary impacts.

2. Methods

This study is based on a case study approach. This study describes and analyzes complex social phenomena [15]. Case study in North Kalimantan Province (Indonesia). North Kalimantan Province was selected for several reasons. First, it is one of the provinces in which the poverty rate has continued to increase from 2019 to 2021. The poverty rate in 2019 is 48.78 thousand, poverty will increase in 2020 at 51.79 thousand until 2021 at 52.86 thousand. Second, the collaboration process model is a concept applied to poverty alleviation in North Kalimantan Province; however, until now, the poverty rate in North Kalimantan Province is still increasing. Thus, it is possible to study it using the approach described by Bryson et al. (2006), in which the collaboration process is carrying out initial agreements in solving problems and carrying out the roles and responsibilities of each interested party.

The data in this study used primary and secondary data, where secondary data were obtained from document reports published by the government and other reliable sources, including mass media. Then, primary data were obtained from the results of semi-structured in-depth interviews conducted to encourage participation for free understanding and perspective [16]. The group chosen as the focus of this research, among others, was: (1) head of related Regional Apparatus Organizational Structure (SOPD), (2) Village Head, (3) Private Parties, (4) community organizations, and (6) Poor Family Cards. Information from the six groups will be explored to find the views of the actors involved in the poverty alleviation program in North Kalimantan Province. Interviews were conducted from April to March 2020 in the North Kalimantan Province to generate diverse data for triangulation purposes.

To analyze research findings on government, private, and community collaboration in poverty alleviation programs in North Kalimantan Province, the researchers used the Miles and Huberman Interactive analysis model (1992). In this analysis model, data analysis activities are carried out interactively and continuously until completion, so that the data are saturated. The data analysis model includes (1) Data Reduction, that is, the data obtained from the field are quite a lot; therefore, it is necessary to immediately carry out data analysis through data reduction so that it can provide a clearer picture and make it easier for researchers to collect data. Further data and look for it if needed; (b) Data Display (Data Presentation), namely organizing data so that it is arranged in a relationship pattern, so it will be easier to understand. (2) Conclusion Drawing/verification [17].

3. Results and Discussion

Governor Regulation Number 68 of 2017, concerning the Regional Poverty Reduction Strategy for North Kalimantan Province, is in line with the Medium-Term Development Plan, which is used as the draft regional development policy in the field of poverty reduction. Of course, this is not just one actor who can solve it; stakeholders from all directions must be able to play an active role according to their respective roles in encouraging the success of poverty alleviation in the North Kalimantan Province. There are many programs in North Kalimantan Province, especially in poverty alleviation involving the North Kalimantan Provincial Government Organization (OPD), Companies, Institutions and Development Partners such as (Baznas and Tarbiyah Al-Anshar College of Science). In implementation, there are still many obstacles, including low budget allocation to support programs that support poverty alleviation. In addition, what is happening in the field is that beneficiary data have not been well integrated with each other, and even the tendency is that many are not on target.

3.1. Forging agreements

The agreements that have been designed by each stakeholder or actor involved in poverty alleviation are contained in Governor Regulation Number 3 Year 2022 Concerning the 2021-2026 Regional Poverty Management Plan. The agreement process designed by the actors involved in the implementation of the poverty alleviation program in North Kalimantan Province is to ensure that the programs contained in Governor Regulation Number 3 of 2022 are included in the planning documents (Regional Development Work Plans and Work Plans of related Regional Apparatus Organizations).

The form of giving The mandate given to stakeholders in implementing the poverty alleviation program in North Kalimantan Province is Presidential Instruction No. 4 of 2022 concerning the Elimination of Extreme Poverty and PerGovernor of North Kalimantan Regulation Number 3 of 2022 concerning the Regional Poverty Management Plan for 2021-2026, Implementing the right target to accelerate the eradication of extreme poverty through a policy strategy that includes: a. reducing the public expenditure burden; b. increasing people's income; and c. reducing the number of pockets of poverty. Through, 1. Governor of the North Kalimantan Regulation Number 3 of 2022 concerning the 2021-2026 Regional Poverty Management Plan; 2. Decree of the Governor of North Kalimantan Number:188.44/K.31/2023 concerning the Regional Poverty Reduction Coordination Team for North Kalimantan Province FY 2023; 3. Instruction of the Governor of North Kalimantan Number 050/2220.1/BAPP-LIT/GUB regarding Instructions for Preparation of Regional Development Policy Plans (RKPD),

3.2. Building Leadership

Formal leadership refers to official leadership through an official appointment mechanism to occupy leadership positions. This pattern of leadership can be seen in various provisions governing the hierarchy within an organization. Informal leadership, also called headship, is not based on appointments and is not seen in the official organizational structure. The results of the research that has been conducted show that the governor is identified and stated as the main sponsor in poverty alleviation, where the role of the governor in alleviating is first shaping. The Provincial Poverty Reduction Coordination Team (TKPK) is based on government regulations. Second, it forms a secretariat, namely the Provincial Poverty Reduction Coordination Team (TKPK), by the governor's decree. Third, The Governor through the Deputy Governor, carries out institutional and human resource development, namely the Regency/City Poverty Reduction Coordination Team (TKPK). Fourth, the Governor reports the implementation of poverty alleviation in the Province to the Vice President through the Minister at least once a year.

In practice, stakeholders who should be involved have not been seen in the poverty alleviation program in North Kalimantan Province, and the presence of the private sector and the community that is not involved hinders poverty alleviation in North Kalimantan Province. Many programs have not yet been implemented, such as healthy latrines, livable houses, facilities, and infrastructure assistance for farmers and fishermen who have not been optimal.

TABLE 1: The Role of Regional Apparatus Organizations Involved in the Collaborative Process of Poverty Reduction Implementation in North Kalimantan Province.

| No | Related Government Organizations of North Kalimantan Province | Provincial Government Organizations of North Kalimantan Province | The Role of Related Provincial Government Organizations of North Kalimantan Province |
|-------------|---|---|--|
| 1. 2. 3. 4. | Agency of Social Affairs Agency of health Educational People's Welfare Bureau | Agency of Social Affairs Agency of health Educational People's Welfare Bureau | Carry out program assistance tasks from the Ministry of Social Affairs, especially the Family Hope Program (PKH), Non-Cash Food Assistance (BPNT), and Joint Business Group (KUBE) programs which are budgeted through the Regional Revenue and Expenditure Budget (APBD) <i>Cost sharing</i> payment of contributions for the National Health Insurance (JKN), Healthy Indonesian Card (KIS) and health service pick-up for poor and vulnerable families. Assistance with school equipment for poor families. Scholarship assistance for poor students and transportation costs for health referral accommodation for the poor who leave the hospital in North Kalimantan Province. |

Source: North Kalimantan Regional Revenue Agency, 2023

3.3. Building Legitimacy

Building legitimacy is related to the structural form of each stakeholder or actor involved, and policy strategies include reducing the burden of public spending and increasing people's income by reducing the number of pockets of poverty. This is, of course, a long process, starting from the establishment of an organization/team established by the Provincial Government. Through a team formation meeting, when the initial consolidation had not been built, but after the consolidation was built the following year, it only extended the intended Team Decree (SK), including revising team members who were less active; employees who were appointed for a certain period of time to carry out Government and Development tasks that are technical, professional, and administrative in nature in accordance with the needs and capabilities of the organization within the framework of the staffing system.

The strategies implemented by stakeholders, especially for poverty alleviation, are as follows:

1. Propose to the Secretariat to hold a consolidation meeting
2. Develop a more concrete program plan based on Governor Regulation Number 3 of 2022

3. Plays an active role in conveying program ideas/ideas to accelerate poverty reduction at meetings with Team Leaders including the Chairperson of the Regional Government Budget Team (TAPD)
4. Plays an active role in convincing the company's community development/corporate social responsibility (CSR) manager to work together to implement the program.

3.4. Building Trust

The process of building trust among stakeholders in the poverty alleviation program in North Kalimantan Province is through coordination meetings and intense communication outside of official activities. Good individual behavior has so far provided good behavior, even though it is not fully active. Trust between actors has been formed, and recognition between actors has also been formed, which gives birth to a shared understanding that strengthens commitment among stakeholders.

3.5. Managing Conflicts

In terms of poverty reduction in North Kalimantan Province, there is an imbalance of power (in terms of resource ownership, policies, legitimacy), which indicates the dominance of one or several stakeholders over other stakeholders in the implementation of poverty reduction programs in North Kalimantan Province. In addition, there are differences in opinions or conflicts of interest among stakeholders in the implementation of the poverty alleviation program in North Kalimantan Province.

Differences in opinion/conflicts of interest among stakeholders, which take the form of the partiality of the budget towards the poverty alleviation program, have not been in accordance with what was planned by the Coordinating Team for Poverty Reduction (TKPK). The solution is through the Poverty Reduction Coordination Team (TKPK) so that they understand the difficulty of taking sides by the Regional Government Budget Team (TAPD) to meet the budget needs of the Poverty Reduction program.

3.6. Planning

In planning the structure of various programs/action plans for the implementation of poverty alleviation programs in North Kalimantan Province, it refers to Governor Regulation No. 3 of 2022 which in the process of its preparation is guided by the Regional

Medium-Term Development Plan and Regional Apparatus Organization Strategic Plans. To date, in poverty alleviation in North Kalimantan Province, obstacles/problems have been found in formulating program/action plan planning, especially in the involvement of several actors who should be involved in the planning of the action plan that has not been maximized and the budget has been limited.

4. Conclusion

Based on the research findings, it was concluded that the process of cross-sectoral collaboration in the implementation of poverty alleviation programs in North Kalimantan Province was not optimal. This can be seen from the first dimension, namely, forging agreements where agreements and coordination processes between Regional Apparatuses and non-provincial Government Apparatus Organizations seem to have not synergized well, especially in the planning and budgeting process in accordance with the authority of each stakeholder. The second dimension, namely building leadership, states that there are stakeholders who do not play an active role in the poverty alleviation program in North Kalimantan Province, namely, private actors and the community. Many programs have not yet been implemented, such as healthy latrines, livable houses, and infrastructure assistance for farmers and fishermen who have not been optimal. The third dimension, namely, building legitimacy, states that the poor have not been fully registered as beneficiaries, beneficiaries have not been well integrated with each other, and even the tendency is that many are not on target. The fourth dimension, building trust, states that the individual's behavior has so far provided good behavior even though it is not fully active. The fifth dimension of managing conflict states that there are differences in opinions and conflicts of interest among stakeholders in the form of a budget alignment with poverty alleviation programs that have not been as planned by the Poverty Reduction Coordination Team (TKPK).

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