



## Dynamics of Collaboration in Poverty Alleviation in Bone Regency

Andi Akbar<sup>1</sup>, Jaelan Usman<sup>1</sup>, Ihyani Malik<sup>1</sup>

<sup>1</sup>Master of Public Administration, Universitas Muhammadiyah Makassar

\*Corresponding Author: Andi Akbar



### Article Info

#### Article history:

Received 12 June 2024

Received in revised form 9

July 2024

Accepted 2 August 2024

#### Keywords:

Dynamics of Collaboration

Poverty Alleviation

Community Empowerment

### Abstract

*This research is to analyze dynamics of collaboration in poverty alleviation in Bone Regency. The method used is descriptive qualitative with a phenomenological approach. Results of interviews as primary data and secondary data through documents and literature related to the topic. The results of the study show that in principle movement, motivation and ability to act together goes through coordination meetings which are held at least 4 times a year or quarterly. Collaborative actions through community empowerment, establishment of licensing processes, human resources and a new management system are also ongoing with the existence of the District Coordination Team which directly monitors the process of distributing aid in the field. Another thing is intended to avoid the occurrence of multiple KPM recipients, by using the NIK identity through the SIKS-NG application to make it easier to check beneficiary data. The main supporting factor is the synergy of stakeholders to overcome poverty. However, the obstacles are the people's mindset which is still difficult to change and the network is less stable in some areas.*

## Introduction

Poverty is a global problem faced by many countries in the world, including Indonesia. Poverty alleviation is a hot topic in the Sustainable Development Goals (SDGs). This is evidenced by including eradicating poverty and hunger in Goals 1 and 2 and making a global commitment to eradicate poverty in all its forms (Sukanti & Faidati, 2021). (Todaro & Smith, 2015) Argues that widespread and high levels of poverty underlie all development problems. Poverty is a multifaceted problem related to many aspects of life and human activity, including economic, political, socio-cultural, psychological, technological and other closely related aspects (Yunus, 2008).

Poverty is a condition where all forms of needs, be it social, political, economic, educational, etc., are not available. Poverty in life is divided into four forms, namely: absolute poverty; relative poverty; cultural poverty; and structural poverty (Salsabila & Sadayi, 2022).

The Government of Indonesia addresses the problem of poverty by empowering local governments through regional autonomy policies that are owned by each of Indonesia's autonomous regions (Razali & Putri, 2018). According to (Undang-Undang No 32 Tahun 2004, 2004) Regional autonomy is the right of each autonomous region to organize its government according to the conditions of the region. Governments can fight poverty by including it in every autonomous society. The regional autonomy policy empowers the regions in fighting poverty by involving the government, communities and private institutions participating in the concept of joint governance (Salsabila & Sadayi, 2022).

The concept of collaborative governance according to (Emerson et al., 2012), which describes a collaborative governance regime (CGR) as a dynamic, cyclical collaborative process that generates temporary actions and impacts before accelerating to larger impacts and adapting to temporary pressures.

*Collaborative Governance* is a structure and process of collaborative decision-making and policy management that constructively engages Indonesian society, including public, government, private, and civil society entities, in achieving societal goals that are unattainable (Effendi & Purnomo, 2020). Collaboration is essentially an alliance between the government, stakeholders, financial managers and the public to solve problems (Ansell & Gash, 2008).

Emily R. Lai explains that collaboration is the mutual participation of participants in a coordinated effort to solve a problem together. Joint interactions are characterized by common goals, symmetrical structures and high levels of negotiation, interactivity and interdependence. This definition explains that cooperation is joint participation in a coordinated effort to solve problems together. Collaborative interaction is characterized by a common goal, a symmetrical structure with a high degree of negotiation through interactivity and interdependence (Lai, 2011).

Collaborative governance is a governance mechanism in which one or more government agencies directly engage non-government stakeholders in a collective decision-making process that is formal, consensus-driven and deliberative, and that aims to develop or implement public policies or manage programs or government assets. In other words, cooperation is an attempt to establish rules governing the activities of two or more institutions that directly or indirectly manage public affairs. These institutions have a common interest in governing non-state affairs. In working together, each group must have a formal commitment and a strong commitment to carry out the initial agreement (Ansell & Gash, 2008).

Collaborative Governance according to (Choi, 2014), has three approaches, namely: descriptive and explanatory approaches, normative approaches, and instrumental approaches.

Some experts describe the collaborative process as alignment steps that take place from time to time, from problem formulation to program determination and implementation. Unlike Ansell & Gash (2008) Emerson (2012) understands collaborative systems as a proactive relationship wheel. The concept of a collaborative system that is dynamic and connected, creates temporary impacts and adaptations before leading to major influences and directions to these temporary influences is explained (Amaliah, 2021).

According to data (BPS Kabupaten Bone, 2022), Bone Regency is the largest contributor to the number of poor people in South Sulawesi in the last 5 years. With the poverty rate still high, the Bone Regency government carried out several poverty alleviation programs that still referred to the national poverty reduction program. The program is divided into three clusters, namely the first cluster namely Comprehensive Family Poverty Reduction Program Group there is the Prosperous Indonesia Card Program (KIS) which includes the Family Hope Program (PKH), Non-Cash Food Assistance (BPNT), and the Smart Indonesia Program (PIP). In the second cluster which is based on community empowerment, there are two programs, namely PNPM and labor intensive. Meanwhile, in the third cluster through the economic empowerment of micro and small businesses with the KUR and KUBE programs.

Non-Cash Food Assistance is food assistance from the government that is given to Beneficiary Families (KPM) every month through an electronic account mechanism that is used only to buy food at e-Warong KUBE PKH/foodstuff traders in collaboration with HIMBARA bank (<http://www.kemsos.go.id/>). Non-cash food assistance in the form of funds channeled through the HIMBARA Bank which is then withdrawn by the KPM which is then used in electronic stalls and food traders in collaboration with the relevant Bank (Nurhizat, 2020).

Article 15 of Presidential Regulation No. 15 of 2010 concerning the Acceleration of Poverty Reduction emphasized that strong coordination is required in poverty alleviation at the provincial and district/city levels, so that a Coordinating Team for Poverty Reduction was formed, hereinafter referred to as TKPK. In addition, Provincial/City TKPK is also clarified in article 7 paragraph (2) in Permendagri No. 42 of 2010 concerning the Provincial Poverty Reduction Coordinating Team. Article 2 paragraph (1) calls for the formation of District/City TKPK to be carried out by the Regent/Mayor. Bone Regency in preparing the TKPK structure, ratified in Bone Regent Regulation Number 5 of 2014 concerning the Bone Regency Poverty Reduction Coordinating Team.

In accordance with the 2018-2023 Bone Regency RPJMD, the development goals and objectives are: reduce the number of poor people, the level of poverty and the vulnerability of the poor, as well as the number and categories of persons with social disabilities. If poverty alleviation is found in the current year, the development plan is not in accordance with the expected goals and objectives, this also shows that the Bone Regency government has not been fully successful in poverty alleviation. Although poverty continues to decline, the poverty alleviation goals set in the development goals have not been achieved, and the problem of poverty is not just a statistical or numerical problem, but a real social problem. As a result, productivity is collectively determined by the government of Bone Regency (Bahar et al., 2022).

The TKPK structure of Bone Regency is an element of various elements, both government, private sector, community organizations, stakeholders and the business world in reducing poverty. Deputy Regent as chairman of TKPK Bone Regency, Regional Secretary as deputy chairman, Secretaries and their deputy are held by the head of Bappeda and the head BPMD Bone Regency and for the ranks of members are leadership elements from related agencies, financial institutions, the business world, community organizations, universities and other stakeholders appointed by the Regent of Bone. It is hoped that the existence of TKPKD in Bone Regency can foster cooperation and synergy between government agencies so that poverty alleviation can be effective and efficient. This policy is used by Regional Apparatus Organizations within the Bone Regency Government as the basis for poverty alleviation efforts. Apart from that, the policy also aims to synergize provincial, district and city government programs to develop an integrated program that is mutually agreed upon. From the description of the strategic challenges faced by the regional government in Bone Regency in poverty alleviation, also facing the state of the APBD which is still being assessed by actors, especially the people who are unable to provide material solutions to overcome the problem of poverty. Funds available in APBD have not been used optimally to improve service quality and improve people's welfare (Sabarisman & Suradi, 2022).

All government mitigation effortsefforts to reduce poverty will not produce optimal results without synergistic and sustainable support from other stakeholders. The existence of the Bone Regency Poverty Reduction Coordinating Team must be able to create synergy between the program and the support and involvement of various stakeholders to achieve the goal of single-digit poverty alleviation, reduction of unemployment and poverty and other aspects.

## Methods

This type of research is descriptive qualitative. This type of research namely phenomenology which are explained descriptively are intended to give a clear picture of the problems studied based on the experiences experienced by informants from Bappeda, Social Service, Bank Mandiri and E-Warong Agents.

Data collection techniques are by using observation techniques, interviews and documentation. Meanwhile, data validation consisted of source triangulation, technical triangulation and time triangulation. Data analysis techniques through data reduction, data presentation and drawing conclusions.

## Results and Discussion

Bone Regency as one of the areas that has a high number of poor people in South Sulawesi. This is a serious concern for the government to reduce the number of poverty by forming a coordinating team that tackles poverty in the regions. The poverty alleviation coordinating team was formed by the government in the context of efforts to control the rate of poverty and as a monitoring team for the implementation of social assistance programs. The formation of TKPK is based on the law of Presidential Regulation Number 15 Article 15 of 2010 concerning the acceleration of poverty reduction. The Bone Regency Regional Poverty Reduction Coordination Team has been prepared and ratified by the Bone District Head in Bone District Head Decree Number 333 of 2022 concerning the formation of the 2022-2023 Bone Regency regional poverty reduction coordination team. The Regional Poverty Reduction Coordination Team is chaired by the Vice Regent of Bone Regency and secretary by the Head of the Regional Development Planning Agency of Bone Regency. An overview of the allocation of funds through the 2019 Bone Regency APBD which is directed at fulfilling the 4 clusters, is as follows: at fulfilling the 4 clusters, is as follows:

Table 1. Allocation of Fulfillment Funds for 4 Clusters of Bone Regency in 2019

Cluster	Total Programs	Budget Allocation
Household based social protection program.	13	432,188,000,000
Community empowerment-based social protection program	92	28,936,384,472, -
Small Micro Medium Enterprises (MSMEs) Program	18	1.359.423.900, -
other strategic programs/activities that include programs/activities related to housing, sanitation, healthy latrines and the provision of electricity networks	142	12.175.278.000, -

Source: LP2KD Bone Regency 2018-2023

The concept of collaborative governance according to Emerson, Nbatchi and Balogh (2012), in (Alamsyah et al., 2020) which describes a collaborative governance regime (CGR) in three interrelated phases, namely the dynamics of collaboration, collaborative actions and temporary impacts and adaptations produced in collaboration.

### Collaborative Dynamics

Emerson focuses on three components that interact with each other in the dynamics of collaboration. These components include: principled engagement, shared motivation, and the ability to act together.

### Movement of shared principles

The joint principle movement is a real action carried out by cross-sectors to work hand in hand in overcoming poverty, through coordination meetings, forming working groups and recommendations for joint action as a unit in overcoming poverty in Bone Regency.

The joint principle movement carried out by the Regional Poverty Reduction Coordination Team (TKPKD) of Bone Regency has been running by holding continuous and continuous coordination meetings. In terms of forming working groups and joint action movements, it is contained in the work programs of each OPD. This is in line with what was stated by (Arrozaaq, 2016),(Alamsyah et al., 2020) And (Mutiarawati & Sudarmo, 2021) that in the process there needs to be interdependence, acting together, agreements and joint decisions of all actors to achieve goals. As also in the Report on the Implementation of Regional Poverty Reduction (LP2KD) Bone Regency in 2019 has held 18 coordination meetings.

### **Shared motivation**

Shared motivation is strengthening the nodes of the team involved in poverty alleviation, where there is work transparency and agreement notes which form the basis for carrying out tasks as a form of mutual trust, understanding and shared commitment in tackling poverty

Joint motivation carried out by the District TKPKD in the transparency of work carried out by the Social Service through a joint accountability report which is incorporated in the Regional Poverty Reduction Implementation Report (LP2KD) document in Bappeda. Likewise with Bank Mandiri, reporting to the KPA at the Ministry of Social Affairs regarding all forms of activities carried out related to the mechanism for distributing social assistance. (Mutiarawati & Sudarmo, 2021)in his research assesses that the process of accountability is carried out based on each stakeholder who oversees each. There is a commitment as stated (Tri Sambodo & Pribadi, 2016) And (Mutiarawati & Sudarmo, 2021) that an unqualified commitment to solving problems in order to achieve goals is an important foundation. Transparency is a form of public accountability as a representation so that budget abuse does not occur (Riyanta & Kurniati, 2019). As for the joint memorandum of understanding, Presidential Regulation Number 15 of 2010 concerning the acceleration of poverty alleviation was strengthened by the Decree of the Bone Regent Number 333 of 2022 concerning the Establishment of the 2022-2023 Bone Regency Regional Poverty Reduction Coordinating Team. Apart from that, in terms of work transparency, the Social Service opened a complaint post regarding the distribution of Social Assistance and Basic Food.

### **Ability to act together**

The ability to act together, namely the ability of individuals or groups to act collectively to reduce poverty in Bone Regency, such as institutional (structural) procedures and agreements, leadership and financial resources in poverty reduction.

The capacity to take joint action is sometimes only seen as the result of a movement of shared principles and motivation. However, it is precisely the ability of joint action as reinforcement in sustaining the movement of shared principles and motivation (Arrozaaq, 2016). Sahar & Salomo (2018) see that this aspect is very important as a stimulus in breaking the deadlock in the collaboration process.

Based on the results of interviews and field observations, it was concluded that the ability to act together in tackling poverty in Bone Regency is in accordance with their respective work procedures. This can also be seen in the LP2KD, in the division of tasks and roles of each stakeholder and regional apparatus in supporting the effectiveness of the implementation of regional poverty alleviation programs, as follows:

Bappeda plays a role in supporting the availability of a participatory poverty database (by name by address); synchronizing pro-poor program policies so that they can be accommodated in the Regency RAPBD; strengthening the Monitoring and Evaluation Team, especially the preparation of the LP2KD every year.

Social services play a role in improving services for poor groups, disabled children, and neglected children; support the PKH program and support social protection for disaster victims.

Banks/financial institutions have the role of capital assistance services for the community through KUR, and

The community plays a role in increasing awareness for the less fortunate, and increasing self-awareness to change for the better.

### **Collaborative Actions**

Joint action is motivated by the idea that it is difficult to achieve goals if only one group or organization acts alone. Joint action is at the heart of the concept of collaborative governance. When clear goals are formulated, good joint movement must be inclusive, because joint action becomes difficult if the goals to be achieved through cooperation are not stated explicitly. Collaborative movements in practice are very diverse, such as community empowerment, existing licensing processes, resource pooling, monitoring of new management systems/practices.

### **Community Empowerment**

Community empowerment is the process of empowering existing resources from the less able to become capable or from the helpless to become empowered to do something more positive, especially in elevating their standard of living. Community empowerment can be done through socialization, education and training processes.

Community empowerment has been carried out in accordance with the duties and functions of each OPD. Social Service with the KUBenya program as a form of community empowerment. Bappeda carries out its coordinating function to monitor each OPD regarding the development of its work program, as well as the Bank which conducts outreach and understanding to KPM and E-Warong so that they can understand their respective rights and obligations. society as an important actor in implementing the Collaborative Governance Regime (CGR). In carrying out CGR, several actors are involved in collaborative governance so that implementing it can produce Collaborative Actions (Salsabila & Sadayi, 2022). Riyanta & Kurniati (2019) reveals that the government must involve all stakeholders in poverty alleviation, not just providing social assistance, but through empowerment is important.

### **Determination of the licensing process**

Determination of the licensing process, namely the Regional Government of Bone Regency, in this case the Social Service, establishes a licensing process mechanism for Bank Mandiri to determine E-Warong KUBE which can become agents in distributing social assistance to KPM.

In determining the licensing process for poverty alleviation in Bone Regency, it was carried out in accordance with applicable regulations. Where the main reference is Presidential Regulation Number 15 of 2010 concerning the Acceleration of Poverty Reduction, which is then strengthened by the Decree of the Bone Regent Number 333 of 2022 concerning the formation of TKPKD in Bone Regency. In addition, specifically for the BPNT program, the main reference is the 2020 General Guidelines for Sembako, which regulates from the preparation stage to reporting, as well as the requirements for becoming an E-Warong. Commitment refers to the motivation to participate in joint activities. Stakeholders want to participate to ensure legitimacy in fulfilling legal obligations (Alamsyah et al., 2020). With the involvement of NGOs, the private sector, and the government, it will make the collaboration process easier (Sururi, 2020).

## **Human Resources**

Human resources are the driving element in the collaboration process. Collection of human resources, namely the regional government of Bone Regency, in this case the Social Service, determines TKSK assistants in each sub-district as executors of activities as well as monitoring the distribution of the social assistance program to fight poverty in Bone Regency.

Improving human resources, in this case social welfare assistance, at the District level does not have the authority to determine, all determinations are directly from the Ministry of Social Affairs. The Office of Social Affairs is only a facilitator to accommodate assistants at the district level. Bappeda does not have the capacity in terms of determining poverty alleviation assistants, because the main tasks and functions are not the line. Meanwhile, the Bank in determining E-Warong Agents is still guided by the 2020 General Guidelines for the Sembako Program. As for the 2020 General Guidelines for Sembako Program, it is prohibited to become an E-Warong Agent: State-Owned Enterprises (BUMN), Village-Owned Enterprises (BUMDes) and their business units, Indonesian Farmers Shops, Bank distribution employees, and ASN cooperatives (including TNI and Polri), village heads/lurah, village officials/sub-district officials, members of the Village Consultative Council (BPD) or Village Consultative Body (BPK), Food Social Assistance Implementing Staff, and Human Resources implementing the Family Hope Program, both individually and in groups to form a business entity, are not allowed to become e-Warong, manage e-Warong or become suppliers of e-Warong. As for the criteria for becoming an E-Warong Agent, it is also stated in article 5 paragraph 5 in Permensos Number 5 of 2021 regarding the implementation of the basic food program.

Community empowerment is seen as an important and fundamental long-term solution for poverty alleviation. With the development of an independent and empowered society, it is hoped that the poverty rate will continue to decrease (Riyanta & Kurniati, 2019). In his research in Kulonprogo Regency, (Taufiq et al., 2013) mentioning skills training, group leadership training, business training, strengthening community institutions, access to capital/credit, partnerships and creating jobs (cash jobs) are mentioned as community strengthening activities.

Overcoming poverty is an effort to provide opportunities for people to live independently, and economically, socially, culturally and politically. The poor must be given broad opportunities to access various resources that can support their livelihoods. Therefore, assistance programs should focus on productive economic development by providing business capital to the uninsured poor and training them in skills to encourage self-employment. Thus, people can gradually reduce their dependence on the state (Taufiq et al., 2013).

## **New Management System**

Monitoring the new management system/method, namely the existence of new innovations implemented by TKPK Bone Regency in monitoring such as the assessment and supervision process, and new management in collecting data on the poor in Bone Regency.

The new management system through the process of monitoring, supervising (Evaluation) and innovation in data collection for the poor is running with the District Coordination Team and District Coordination Team monitoring the situation and condition of the ongoing aid distribution process. In addition, there is also an evaluation process carried out at E-Warong to minimize the occurrence of abuse of authority and procedures in determining the E-Warong itself. In addition, there is Bappeda which continues to coordinate as a form of monitoring and evaluation related to the performance of each OPD in carrying out its work programs related to poverty alleviation in Bone Regency. In terms of innovation, the NIK is the reference so that data on beneficiaries can be easily identified through the SIKS-NG application.

Effective community action must be implicit in the formulation of clear objectives (Donahue, 2004). This is because it is difficult to carry out cooperative actions if the goals of the cooperation itself are not clear. In practice, cooperation activities are very diverse, such as for example. community empowerment, establishing licensing processes, pooling resources, overseeing new management systems/practices, etc. Then the results of those actions bring immediate temporary effects, which in turn lead to collaborative dynamics and long term effects (Arrozaaq, 2016).

Scientists can also be involved in planning Community Empowerment Program studies, the Empowerment Program Map is suitable for each region to become partners in implementing the Empowering community program and being one of the stakeholders in implementing program monitoring and evaluation (Riyanta & Kurniati, 2019). As for the Report on the Implementation of Regional Poverty Reduction (LP2KD) for Bone Regency, the monitoring and evaluation process is described as follows:

Table 2. Monitoring and Evaluation Process of TKPKD in Bone Regency

<b>Monitoring</b>	<b>Evaluation</b>
Set program goals	Analyze why the program objectives were (not) achieved
Linking activities and resources to program objectives	Tracing specifically the effect of activities on the results achieved
Translate program objectives into performance indicators and target setting	Testing the program implementation process
Collect data on a regular basis from performance indicators and compare between achievements/realization with targets	Assessing unexpected results (non-achievement of targets)
Reporting program progress to decision makers, including problems found	Provide learning, sources of potential success of the program and recommendations for improvement

Source: Technical Instructions for Preparation of SKPD, TNP2K, and LP2KD

### **Temporary impact and adaptation**

The impact in the CGR considered is a temporary impact caused by the cooperation process. Characteristics of expected and unexpected and unexpected impacts. The expected impact is "small wins", namely positive results that continue to keep the enthusiasm of the participants. While unexpected impacts such as obstacles in the implementation of cooperation. Unforeseen consequences can directly or indirectly affect the cooperation process.

### **Expected impact (supporting factors)**

The expected impact is that the Regional Government of Bone Regency, in this case the Social Service, cooperates with Bank Mandiri as a distributor which then determines E-Warong as a supplier to KPM with the Non-Cash Food Assistance (BPNT) program as one of the poverty alleviation programs in Bone Regency to combat the number poverty.

The expected factor or supporting factor is the synergy of all stakeholders to work together to tackle poverty, both from the Regional Government, Banks, Academics, NGOs, and the community. Second, with the existence of complete data as a guide in channeling assistance



and the existence of programs from each OPD that specialize in poverty alleviation in Bone Regency.

The involvement of non-state actors is important because poverty is a very complex problem and is not the responsibility of one party. With the help of co-management, poverty must be reduced in the best and more sustainable way (Riyanta & Kurniati, 2019). Arrozaaq (2016) see that with the existence of collaboration so as to increase public insight as well as an increase in income and welfare of the community.

Table 3. Details of the Number of Bone District BPNT Assistance Recipients for Each District in 2023

No	Subdistrict	Number of KPM BPNT
1	Ajanggale	357 KPM
2	Amali	159 KPM
3	Awangpone	415 KPM
4	Barebbo	310 KPM
5	Bengo	334 KPM
6	Bontocani	309 KPM
7	Cenrana	414 KPM
8	Cina	329 KPM
9	Dua Boccoe	472 KPM
10	Kahu	358 KPM
11	Kajuara	640 KPM
12	Lamuru	483 KPM
13	Lapri	534 KPM
14	Libureng	271 KPM
15	Mare	233 KPM
16	Palakka	487 KPM
17	Patimpeng	424 KPM
18	Ponre	266 KPM
19	Salomekko	220 KPM
20	Sibulue	434 KPM
21	Tanete Riattang	56 KPM
22	Tanete Riattang Barat	85 KPM
23	Tanete Riattang Timur	270 KPM
24	Tellu Siattinge	611 KPM
25	Tellu Limpoe	504 KPM
26	Tonra	118 KPM
27	Ulaweng	439 KPM
<b>Total</b>		<b>9. 532 KPM</b>

Source: Processed Results of Researchers from BNBA Bone Regency Data in 2023

### **Unexpected impact (inhibiting factor)**

An unexpected impact is an impact that becomes a barrier so that there is an obstacle in reducing the level of poverty or in other words a factor inhibiting poverty alleviation in Bone Regency.

Unexpected impacts or inhibiting factors are the characteristics of people who find it difficult to adapt to become better, work programs from each OPD are not followed up further, KPM

data from the Center does not match the real conditions of recipients, network factors at several points in Bone Regency which is less stable so that the channel can be hampered, the supply of goods at the E-Warong Agent is usually late and the KPM card swipe machine which sometimes has problems is also a bottleneck.

This obstacle occurs because the government continues to provide assistance, not empowerment which makes it independent (Riyanta & Kurniati, 2019). There is also a sectoral ego of each stakeholder which is still high (Mutiarawati & Sudarmo, 2021) as well as the involvement of all elements that are still lacking (Arrozaaq, 2016).

## Conclusion

Collaborative governance in tackling poverty in Bone Regency through the dynamics of collaboration with the movement of principles, motivation and ability to act together goes through coordination meetings which are held at least 4 times a year or quarterly. Collaborative actions through community empowerment, establishment of licensing processes, human resources and a new management system are also ongoing with the existence of the District Coordination Team which directly monitors the process of distributing aid in the field. Another thing is intended to avoid the occurrence of multiple KPM recipients, by using the NIK identity through the SIKS-NG application to make it easier to check beneficiary data. The main supporting factor is the synergy of stakeholders to overcome poverty. However, the obstacles are the people's mindset which is still difficult to change and the network is less stable in some areas.

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