



## **MULTI STAKEHOLDER COLLABORATION IN IMPLEMENTING POVERTY ALLEVIATION POLICIES IN KENDARI CITY, SOUTHEAST SULAWESI**

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### **ABSTRACT**

This study examines the practice of multi-stakeholder collaboration in the implementation of policies by the Kendari City Government in Southeast Sulawesi Province, which established the Regional Poverty Reduction Coordination Team (TKPKD). This collaborative practice is then formulated as a framework for the characteristics or key elements of sustainable collaboration. A case study methodology was used to explore various types of data for this case study of multi-stakeholder collaboration practices in Kendari City. Data were collected from sources that are more qualitative in character through documentary analysis, in-depth interviews, direct observations and field visits. The in-depth interview framework was developed through detailed documentary analysis. Open-ended and semi-structured duplication with stakeholders to achieve the goal of understanding TKPKD collaboration practices in the implementation of poverty alleviation policies. The results of the study indicate that multi-party collaboration practices in a series of interacting TKPKD institutional conditions can lead to sustainable transformation by implementing the main characteristics or elements of collaboration, namely stakeholder involvement, government roles, social learning, institutional capacity and collaborative leadership which when conceptualized will ultimately lead to transformation in the implementation of sustainable poverty alleviation policies.

**Keywords:** Poverty Alleviation; Multi-stakeholder collaboration, Implementation Policy

## ABSTRAK

Studi ini mengkaji praktik kolaborasi multipihak dalam implementasi kebijakan oleh Pemerintah Kota Kendari, Provinsi Sulawesi Tenggara, yang membentuk Tim Koordinasi Penanggulangan Kemiskinan Daerah (TKPKD). Praktik kolaboratif ini kemudian dirumuskan sebagai kerangka kerja untuk karakteristik atau elemen kunci kolaborasi berkelanjutan. Metodologi studi kasus digunakan untuk mengeksplorasi berbagai jenis data untuk studi kasus praktik kolaborasi multipihak di Kota Kendari. Data dikumpulkan dari sumber yang lebih kualitatif melalui analisis dokumenter, wawancara mendalam, observasi langsung, dan kunjungan lapangan. Kerangka kerja wawancara mendalam dikembangkan melalui analisis dokumenter yang terperinci. Duplikasi terbuka dan semi-terstruktur dengan para pemangku kepentingan dilakukan untuk mencapai tujuan pemahaman praktik kolaborasi TKPKD dalam implementasi kebijakan penanggulangan kemiskinan. Hasil penelitian menunjukkan bahwa praktik kolaborasi multipihak dalam rangkaian kondisi kelembagaan TKPKD yang saling berinteraksi dapat mengarah pada transformasi berkelanjutan dengan menerapkan karakteristik atau elemen utama kolaborasi, yaitu keterlibatan pemangku kepentingan, peran pemerintah, pembelajaran sosial, kapasitas kelembagaan, dan kepemimpinan kolaboratif yang apabila dikonseptualisasikan pada akhirnya akan mengarah pada transformasi dalam implementasi kebijakan penanggulangan kemiskinan yang berkelanjutan.

**Kata Kunci:** Penanggulangan Kemiskinan; Kolaborasi multipihak; Transformasi; Implementasi Kebijakan

## INTRODUCTION

Public administration is concerned with how the government manages public affairs and implements public policies. All government actions have an impact on the daily lives of the community, both directly and indirectly, at the national and regional levels. In dealing with public problems, the government must be able to decide whether or not to take action. Public policy refers to the decision to take action. Every choice (including the decision not to take a decision) is made by political parties and carried out by administrators (Fazey et al. (2018). Thus, public policy and management are closely related. When the government takes action, it must aim to improve public policy. Inappropriate government policies can cause difficulties for the community, as emphasized by Hooghe & Marks, (2019), who argue that the main function of the government is to prepare, determine, and implement policies on behalf

of and for the entire community under its control. So, public problems are the motivation for the government to do something, and the existence of the government is based on the people's mandate to run the country. Public policy has an obligation to act to solve public problems. Public policy overcomes various difficulties in public administration. Kuenkel (2019a) argues that collaboration can bridge differences in program priorities, funding, resources, and sectoral egos to create shared policies and visions in addressing poverty.

However, the ultimate goal is to achieve sustainable transformation. The UN 2030 Agenda for Sustainable Development sets out a blueprint for achieving the larger goal of a peaceful and prosperous planet with countries agreeing to meet interlinked targets across 17 Sustainable Development Goals (SDGs) (Nations 2023; Akanle, O., Kayode. D. & Abolade. I (2024). The SDGs focus on measures to end poverty and hunger, improve access to basic services such as energy, water and sanitation, health and education and reduce inequalities, while addressing climate change and working to preserve the Earth's natural environment. Addressing the challenge of poverty requires a range of actors across sectors to work together in more productive and constructive ways (Finidori and Tuddenham 2017); (Kuenkel and Gruen 2018), (Scharmer 2016). No single actor has all the solutions, but each can contribute a body of knowledge, a vital piece of the puzzle. Multi stakeholder partnerships and collaboration between business, NGOs, governments, international and civil society are expected to be essential for achieving sustainability and development goals, but these will be required at a scale and quality far beyond current collaborative capacities (McNeill 2006); (Kuenkel et al. 2020); (Horcea-Milcu et al. 2019); (Peltoniemi, Vuori, and Laihonon 2005); (OECD-DAC 2015); (Timmer and Juma 2005). Cross-sector collaboration, multi stakeholder collaboration, inter-agency partnerships, and operating in international networks have entered the international agenda (Waddell 2016). Sustainable transformation in poverty alleviation in public administration is related to a dynamic, adaptive and sustainable approach to designing, implementing and deliver policies and programs aimed at poverty reduction.

Sustainable transformation allows the government to continuously evaluate existing policies, identify gaps, and make necessary adjustments (Kuenkel 2019b). Sustainable transformation in public administration is not just a one-time change, but an ongoing process to ensure that public

organizations can function optimally in facing the challenges of the times. By continuously adapting, innovating, and improving, governance can be more effective in serving the community, more efficient in using resources, and more responsive to community needs and demands. Sustainable transformation also includes strengthening the capacity of local governments in poverty reduction. Public administration at the local level is often at the forefront of implementing poverty reduction programs. Through sustainable transformation, local capacity can be enhanced through training, human resource development, and ongoing technical support. This collaboration is important to combine resources, information, and innovations from various sectors to achieve more effective and sustainable poverty alleviation goals (Wiek and Kay 2015). Building collaborative ecosystems that can produce transformative change across institutions and communities requires wisdom, patience, and persistence, but if well managed, it will develop the cross-sector resilience and innovative capacity needed to address local and global sustainability challenges (Kuenkel, 2019b). Multi-stakeholder collaborations that cross the boundaries of the private sector, public sector, and civil society are complex human change efforts that aim to reshape existing societal arrangements and overcome organizational limitations (Huijstee et al. 2011).

No single actor has all the solutions, but each can contribute some knowledge, an important piece of the puzzle. Partnerships and collaboration multi-stakeholder collaboration between business, NGOs, governments, the international community and civil society is expected to be essential to achieving sustainability and development goals, but this will be required at a scale and quality far beyond current collaborative capacities (Weiss, 2012); Kuenkel, 2013); Timmer & Juma, 2005). Sustainable development goals (SDGs) targets. The Republic of Indonesia has a global commitment to eradicating extreme poverty. The President said that extreme poverty alleviation can be accelerated from the 2030 SDGs target to 2024. The development target of the 2020-2024 National Medium-Term Development Plan (RPJMN) is to realize an independent, advanced, just, and prosperous Indonesian society through accelerated development in various fields. Development is expected to be based on competitive advantages in various regions, supported by quality and competitive human resources.

Poverty rates in various regions in Indonesia still tend to be high and are an acute social problem, especially in Kendari City, Southeast Sulawesi.

The development of the percentage of poor people in the last 4 (four) years has shown an increase. For 10 years, Kendari City has experienced a downward trend, moving from a poverty rate of 5.56 percent to 4.59 percent. The population of Kendari City in 2024 is 370,760 people. The number of poor people in Kendari City in 2023 is 19.24 thousand/person. The population in Kendari City is spread across eleven sub-districts, with the largest concentration in Poasia Sub-district with a population of 42,409 people, followed by Puuwatu Sub-district with a population of 42,374 people and West Kendari Sub-district with a population of 41,267 people and the smallest population in Nambo Sub-district with a population of 12,315 people. The number of poor people in Kendari City, Southeast Sulawesi, was recorded at 18.20 thousand people in 2024. The figure decreased by 0.36 percent or 1,004 people. Based on data from the Ministry of Finance, the budget policy related to poverty in the 2022 State Budget reached IDR 526 trillion (TNP2K, 2019). The Kendari Tenggara City Government, Sulawesi Province formed the Poverty Reduction Coordination Team Organization (TKPKD) which was formed through the Decree of the Mayor of Kendari Number 292 of 2022 which refers to the Regional Poverty Reduction Coordination Team through Presidential Decree Number 96 of 2015 and the latest amendment with Presidential Instruction Number 4 of 2022 concerning the Acceleration of Extreme Poverty Reduction. Poverty. The membership of the Kendari City TKPKD consists of elements of the government dominant.

Target of sustainable development goals (SDGs). The Republic of Indonesia has a global commitment to eradicate extreme poverty. The President said that the eradication of extreme poverty can be accelerated from the SDGs target of 2030 to 2024. The development target of the National Medium-Term Development Plan (RPJMN) 2020-2024 is to realize an independent, advanced, just, and prosperous Indonesian society through accelerated development in various fields. Development is expected to be based on competitive advantages in various regions, supported by human resources and competitive advantages. The expected Government Work Plan (RKP), the goal of equitable development can be achieved by utilizing local wisdom to reduce poverty and encourage national economic recovery. Based on data from the Ministry of Finance, the poverty alleviation budget in the 2024 State Budget reached IDR 79.19 trillion.

The Central Statistics Agency (BPS) in March 2023 recorded that the national poverty rate was still 9.36 percent. The poverty rate target in the 2020-2024 National Medium-Term Development Plan (RPJMN) set by the government is 6.5 - 7.5 percent. Regarding the provision of fiscal incentives in 2024, the Minister of Finance ensured that regions that were able to reduce poverty significantly would be given fiscal incentives. For 2024, the allocation is the same as 2023, amounting to 4 trillion rupiah, some for handling stunting, inflation, and overcoming extreme poverty. The estimated budget for extreme poverty alleviation in 2023 reached IDR388.6 trillion, while this year it reached IDR388.6 trillion or IDR403.9 trillion which will be realized through various programs in related ministries/institutions. There are 3 poverty alleviation strategies, namely reducing the burden of expenditure on poor families, increasing income, and reducing the number of poverty pockets. Theoretically, the concept of multi-interest collaboration in this study adds to the development of the sustainable transformation paradigm and provides a new perspective in public administration science.

## **THEORETICAL PERSPECTIVES**

The framework developed by Ansell and Gash, (2008) is central to this study in understanding the collaborative processes between various actors. They highlighted three key factors for successful collaboration: trust-building, facilitative leadership, and institutional design that supports equal dialogue. However, this theory focuses more on the dynamics of processes and interpersonal relationships, leaving room for its expansion through collective leadership approaches as proposed by (Emerson, 2015; Farazmand, 2017; Glasbergen, 2011; Newman et al., 2004; Thomson et al., 2007; Vangen & Huxham, 2003), very important. Distributed leadership, or shared leadership, which emphasises the division of responsibility and horizontal collaboration, is able to increase effectiveness and innovation in collaborative governance (Røiseland, 2011; Klijn and Koppenjan, 2014; Torfing, Sørensen and Røiseland, 2019). Next, deliberative governance theory as developed by Ahuja, (2000); Backstrand, (2006); Choi & Robertson, (2014); Doberstein, (2016); Ehn et al., (2003); Emerson, (2015); Waardenburg et al., (2025) emphasise that deliberative forums must prioritize inclusivity and equality in dialog and be able to constructively manage differences in interests for the

sustainability of collaboration. This approach is highly relevant in the context of the TKPKD forum, which serves as a platform for integrating various actors in a participatory and data-driven decision-making process.

Sachs et al., 2019 & Shrivastava et al., (2020), Aransyah, (2025) introduced the concept of stewarding sustainability transformation, which emphasizes the need for reflective and inclusive processes in systemic transformations involving continuous interaction between social and ecological systems. This approach greatly enriches the study of institutions, as it asserts that the shift toward sustainability is not only structural and institutional but also requires a paradigm shift in collective perceptions and practices (E. Innes and Booher, 2000; Seyfang and Smith, 2007; Smith, Voß and Grin, 2010; Chambers et al., 2022). Additionally, the 'complexity leadership' theory approach developed by Uhl-Bien, Marion and McKelvey, (2007); Ran and Qi, (2018); Wang and Ran, (2021); Yoon and Ran, (2024) offers insights into how adaptive and distributed leadership can strengthen innovative dynamics amidst socio-political uncertainty and reinforce the co-evolutionary process between social and ecological systems.

Unlike previous studies that tend to view TKPKD within a normative and administrative framework, this study attempts to fill that gap through a longitudinal approach that reflects institutional changes over time. This research also simultaneously integrates collaboration, institutional, and sustainability theories, resulting in an innovative concept regarding the dynamics of institutional transformation that is systemic, adaptive, and participatory. With this approach, this study not only makes a theoretical contribution by expanding the framework of institutional analysis and collaborative governance but also provides practical implications for developing institutional reform models that can respond to local dynamics more effectively and sustainably.

## **RESEARCH METHODS**

The research method used is the case study method. This section discusses various types of data for the case study on the practice of TKPKD collaboration in implementing poverty alleviation policies in Kendari City. Yin, (2003) put forward three principles of data collection. First, using multiple sources of evidence to draw conclusions from the research. The cases studied are more persuasive and precise, because the results can be supported

by more than one source. Second, the absence of case study data requires a formal database, for example one containing case study notes, which allows other researchers to review the raw data. Finally, maintaining a chain of evidence will enhance the information in the case study. Through the chain, external observers can trace the steps from the initial research question to the conclusion. For example, a chain of evidence might consist of a case study question, a case study note database, and a case study report.

Data were primarily collected from the following sources (Beckerman 1995; Yin, 2003): documentary analysis, archival records, in-depth interviews, and direct and participant observation. First, documentary analysis is useful for most case studies, as documents can provide specific clues and for further investigation (Yin, 2003). Documents that can be used for research are Yin, (2003): Letters, and other communications agendas, announcements, and minutes of meetings and other written reports of events administrative proposals, progress reports, and other internal records from formal studies or evaluations of the 'site' being studied websites and other articles appearing in the mass media or community bulletins Second, archival records such as computer files, survey data, and census records are used. The use of archival records also requires a careful approach, as many may have been produced for a specific purpose and may therefore be partial in scope (Yin, 2003). Yin (2003) lists examples of archives as follows: Service records, such as records showing the number of people served during a specific time period; Organizational records, such as organizational charts and budgets for a specific time period; Maps and charts of geographic characteristics or layout of a location; survey data such as census records. Finally, observation can provide a variety of data that reflect real-time events, and these can be classified into two types: direct observation and participant observation. Direct observation is an effective way to help researchers observe stakeholder behavior or organizational atmosphere during field visits (Yin, 2003).

The informants of this study were members of the Kendari City Poverty Alleviation Coordination Team (TKPKD), namely: OPD within the Kendari City Government, Kendari City BAZNAS, Family Welfare Social Workers, Kendari City UMKM, PT. BPD Southeast Sulawesi, Sub-district Elements, Village Elements. Data collection methods in this study include observation, documentation, and interviews. Observations were made on poverty alleviation programs carried out by the Kendari City TKPKD.

Document searches were also carried out through poverty alleviation programs, implementation and technical instructions, work programs and the Kendari City TKPKD Performance Report. Interviews are one of the most important sources of case study material. Interviews can usually be classified into three types (Yin, 2003): The data analysis process is divided into several stages, with secondary data analyzed first and then integrated to complete primary data information. The data analysis method for this study uses the McNabb data analysis model, specifically the nine steps of the qualitative data process (McNabb 2020). This research analysis is a qualitative and quantitative approach analysis as well as classification.

## **RESULT AND DISCUSSIONS**

### **MULTI STAKEHOLDER COLLABORATION IN IMPLEMENTING POVERTY ALLEVIATION POLICIES**

The implementation of the roles, duties, and functions of TKPKD in Kendari City is realized based on the Regional Poverty Alleviation Plan Document (RPKD) and the Annual Action Plan (RAT). This document has become a common reference in poverty alleviation efforts in Kendari City. The results of the analysis and securing of documents show a picture of poverty alleviation organizations in Kendari City that are members of the TKPKD. The membership of the Kendari City TKPKD consists of government elements (OPD), BAZNAS Kendari City, UMKM, banking (PT. BPD Southeast Sulawesi), Districts throughout Kendari City, and Villages throughout Kendari City. Poverty alleviation measures. TKPKD Kendari City is expected to improve cooperation and synergy between government institutions, so that poverty alleviation can run more efficiently and effectively. This approach is implemented by the Regional Apparatus Organization (OPD) within the Kendari City Government to overcome poverty. Furthermore, this policy seeks to combine provincial, district, and city government initiatives into one jointly agreed program. This section provides a background to the case study by identifying stakeholder involvement, government roles, social learning, institutional capacity, and collaborative leadership as an outline of collaborative governance practices in implementing poverty alleviation policies in Kendari City.

The findings of this study indicate that the government's role in the Kendari City TKPKD institution remains focused on a conventional, bureaucratic approach that is hierarchical and dominant. The government, through its technical OPDs, plays a central role in every policy stage, from planning and implementation to evaluation of poverty alleviation programs. While this reflects the local government's commitment to poverty issues, excessive dominance risks hindering the emergence of more equal and adaptive cross-sectoral collaborative dynamics. The government's supposed facilitative role has not been fully realized, particularly in terms of opening up space for reflective dialogue, encouraging joint innovation, and strengthening the capacity of non-governmental actors. This imbalance in relations demonstrates that the idealized collaborative governance remains procedural and has not been substantively internalized in the institutional practices of the TKPKD. Therefore, transforming the government's role from a sole controller to an enabler and catalyst for collaboration is a crucial agenda in efforts to build a more participatory, transformative, and sustainable poverty alleviation system.

Overall, the findings of this study indicate that stakeholder engagement within the Kendari City TKPKD institution still faces various structural and cultural limitations that hinder the realization of inclusive collaborative governance. Although normatively, the TKPKD is designed as a cross-actor forum encompassing government, private sector, civil society, and academics, its implementation practice is still dominated by bureaucratic actors, particularly technical OPDs. The involvement of non-governmental actors such as NGOs, universities, local communities, and the media has not been strategically institutionalized in the planning, implementation, and evaluation processes of the program. The relationships established are more of a formal consultative rather than a deliberative collaborative nature. Authentic and equal involvement of various stakeholders is a key prerequisite for building a responsive, adaptive, and sustainable policy ecosystem. Therefore, going forward, a redesign of the participation model within the TKPKD institution is needed to ensure a more equitable distribution of authority, build trust across actors, and encourage collaboration based on shared values and collective responsibility in poverty alleviation.

## **STAKEHOLDER ENGAGEMENT**

Collaborative governance bodies should be formed on the basis of openness and inclusivity, meaning that anyone is welcome to participate in the collaborative process, including stakeholders who are considered less accommodating and problematic. Efforts to engage stakeholders should be made actively. Involvement of all stakeholders allows for capturing all issues and helps legitimize all decisions taken by the collaborative governance body. The engagement dimension is best enhanced by maintaining connectivity among stakeholders and ensuring good communication on progress reports, new insights from implementation, success stories, etc. However, equally important are regular meetings that help stakeholders connect and exchange ideas on challenges and solutions.

### STAKEHOLDER REPRESENTATION

A minimum of one member from a government agency and one from a non-governmental organization is required. Increasing stakeholder diversity, including government agencies, the private sector, and at least one member from a government agency and one from a non- governmental organization, is required. Collaboration becomes more difficult as the number of parties, including government, business, and civil society organizations, increases. Valence, a chemical term, refers to the number of potential interactions that can occur with more collaborating partners. Consequently, stakeholder mapping is required depending on their interests in the issue. Stakeholders, both weak and strong, must think that collaboration will benefit them equally. Stakeholders will be more motivated to collaborate if they see tangible benefits beyond just a written agreement. The benefits must be immediate and tangible. Furthermore, collaborative governance processes are more likely to occur if stakeholders are highly dependent on each other. Pressures for fairness, imbalances of power, and potential exploitation by others are sensitive issues.

Figure 1. Membership of the Regional Poverty Alleviation Coordination Team (TKPKD) Kendari City

No.	Actor	Status
1.	Regional apparatus organization throughout Kendari City	Government
2.	BAZNAS Kendari City MSMEs Kendari City	Government

3,	UMKM Kendari City	Business/Private
4.	PT. BPD Southeast Sulawesi Village Head	Business/Private
5.	Sub-district Head Kendari City	Government
6.	Sub-districts in Kendari city	Government

Source: TKPKD Kendari City

The results of the study show that at the Kendari City government level, the physical network elements between stakeholders are not visible due to the minimal role in the organization that allows the collaboration process to run. The Regional Poverty Alleviation Coordination Team (TKPKD) which is expected to be a forum for collaboration between stakeholders does not run as it should. Its presence is only a formality to meet the demands of the central government and local governments. The relationship between stakeholders is because they have the same concern for the problem of poverty. Meanwhile, at the sectoral or program level, the collaboration network is visible in collaboration with the role of stakeholders involved in implementing programs or activities. The role of stakeholders in program implementation can run, but is always under the control and direction of the government as the owner of the program/activity. With the existence of an unequal relationship pattern between the government and components outside the government in carrying out program implementation activities, the characteristics of collaboration are not fulfilled and still show a hierarchical relationship pattern. From this network study, it was also identified that the main stakeholder components that have a prominent role in poverty alleviation in Kendari City, namely the City Government, related OPDs, communities/NGOs, and academics (universities) have not played a significant role in poverty alleviation. Decision-making and consensus-building processes are pursued through a context- building process. One NGO interviewee focused on the importance of interdependence between stakeholders: for example, local governments need to gain legitimacy and practical knowledge from community engagement, and NGOs need financial and administrative support from public sector organizations if they are to improve outputs and outcomes in poverty alleviation implementation.

## **THE POWER RELATIONSHIP OF STAKEHOLDERS**

In various forms of collaboration, stakeholders have different levels of power and access to resources. This imbalance can cause one party to be more dominant than the other, creating challenges in joint decision-making. Impact of Imbalance: The stronger party can dictate the course of the collaboration, leaving the other party feeling excluded. Weaker stakeholders may be reluctant to participate because they feel their contribution is insignificant. If not managed well, this imbalance can lead to distrust between the parties. If stakeholders feel that their incentives are low or the costs of involvement outweigh the benefits, they are less likely to participate actively. The Kendari City TKPKD has attempted to achieve a balanced power relationship between stakeholders through a fairly extensive context-building process and various resource-sharing processes. In particular, several TKPKD members from the public and private sectors held initial discussions before the TKPKD meeting and about the exchange of administrative, political support, and technical information on certain issues that had been announced. This can encourage stakeholders to participate in the TKPKD more actively. However, an informant interviewed said that the OPD in the TKPKD was too dominant. Ansell and Gash (2008) emphasize that the background of the relationship between stakeholders greatly influences the effectiveness of collaboration. If the parties have a good history of cooperation, collaboration is likely to run smoothly. Conversely, if there is a history of conflict, the challenges faced will be greater.

## **ROLE OF GOVERNMENT**

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## **INSTITUTIONAL CAPACITY**

Institutions include operational standards and governance, which facilitate collective action. The existence of formal institutions whose members include stakeholders, such as government agencies, the business sector, and groups, to address an issue with open and inclusive principles. These collaborative entities also have articles of association and bylaws, clear standard procedures, and other requirements that must be adhered to by their members. The government can influence the level of institutional capacity of stakeholders (Lowndes and Wilson 2001; Nirzalin, et.al., 2023). For example, it is important for the government not to follow a strict schedule in dealing with public policies, because building trust takes time and small institutions to develop. However, if the government acts alone, as has happened in the past, the collaborative network cannot function well, and the government may not gain legitimacy (Booher and Innes 2002). Thus, (Bishop 2007) stated that the government needs to encourage stakeholders to build institutional capacity by providing representative support for all interests involved. All of this suggests that increasing the institutional capacity of stakeholders. Collaborative governance requires support from actively involved communities and the role of the government as a facilitator. Most interviewees stated that TKPKD contributed to the enhancement of participants' institutional capacity through a social learning process. In particular, they all suggested that the success of TKPKD depended on members benefiting from high institutional capacity and mutual trust. However, one NGO interviewee stated that such development required a long period of trust building between stakeholders' interests, highly personalized action learning through

consensual phases to develop a shared understanding of current and emerging realities, mutual inspiration to share new knowledge and commitments, and co-creation to design prototypes and pilot a small number of conceptualized innovations. Learning communities are most evident when people openly discuss real problems and ask for help, and they grow when people offer help simply because they want to. Over time, they foster shared commitments and relationships based on respect and mutual benefit.

## **INSTITUTIONAL CAPACITY OF NGOS**

Despite its positive outlook, the Kendari City TKPKD has been criticized for its lack of communication. The track record of documentation so far reveals doubts about its legitimacy from a civic perspective. This suggests that the lack of community involvement may lead to failure in building trust. Several sources from NGOs and academics said that this could strengthen publicity, monitoring and feedback, giving back to the community would contribute to increasing the capacity of institutional collaboration. In addition, several sources from government, informants and NGOs indicated that with community involvement, support from informants is needed who can increase specialist knowledge on the issue. Literature review for non-profit organizations, which are allied with businesses, enhance their ability to carry out their missions more effectively by leveraging four sources of value. NGOs are "major economic forces" (Salamon and Anheier 1998) with expertise (Muthuri, Matten, and Moon 2009; Nurdin, et.al, 2021); (Hartman, Hofman, and Stafford 1999) embedded across local communities (Kolk and van Tulder 2006) and global networks on social issues (Crane and Matten 2007; Weiss, Montgomery, and Kurmanalieva 2005; Pearce and Doh 2005; Salamon and Anheier 1998) that can create shared value by providing solutions to social problems (Kolk and van Tulder 2006) through social innovation (Austin and Seitanidi 2012). A survey Burtch, Ghose, and Wattal (2013) in California found that 74% of nonprofits had corporate partnerships and 88% of corporations partnered with nonprofits; more than half had more than five partnerships, indicating the need for partnership portfolio management (Austin and Seitanidi, 2012; Care 2008) of many possible configurations of sources and types of value.

## **GOVERNMENT INSTITUTIONAL CAPACITY**

Collaboration between various stakeholders requires efforts that are not easy. Most informants stated that the government is actually a facilitator who plays a role in this by increasing the institutional capacity of TKPKD. For example, TKPKD has had a set of detailed and codified governance rules since its inception, and in 2022 its ratification was stipulated in the Presidential Regulation and Instruction of the coordinating minister for Economic Affairs of the Republic of Indonesia. These institutional steps encourage stakeholders to participate in TKPKD and produce collaborative results in a sustainable and stable manner. In particular, the poverty alleviation program shows the commitment of the Kendari City Government's attention which allows the TKPKD organization to continue to address subsequent problems after the initial problem has been resolved. In terms of capacity for joint action, there are differences in abilities, capacities, and capabilities among TKPKD stakeholders in Kendari City, so efforts are needed to increase mutual capacity and joint capacity through institutional arrangements (procedural/institutional settings), such as process guidelines and organizational structures needed to regulate relationships in the system. Joint agreements can be in the form of basic principles, activity protocols, decision-making procedures, and others. Collaboration with various stakeholders requires professional assistance, such as a secretariat, to plan, manage, and drive success. These supporters play a role in the process, communication, and organization of workshops, activities, and meetings. Their role is not only to facilitate, but in certain conditions, to become the strategists of the change process. This is important not only at the beginning but also throughout the collaboration cycle. Building collaborative relationships between stakeholders in the Kendari City TKPKD requires a high level of trust and interdependence among stakeholders. Therefore, it is important to focus on increasing institutional capacity based on the trust of all stakeholders.

## **COLLABORATIVE LEADERSHIP**

Collaborative leadership that is trusted by its members has authority and resources. Stakeholders elect leaders for collaborative institutions after the institution is established, mandated, and handed over. Without the support of mandate and resources, the elected leaders are useless and do not have the capacity to develop and implement joint policies. Collaborative institutional leadership.

This is important, but stakeholders and decision makers often fail to prioritize it. So, often the appointed leader is someone who happens to hold the highest position in a government institution, regardless of their problem-solving talent and time commitment to focus on collaborative governance. Collaboration in the Kendari City TKPKD shows that collaborative leadership plays a critical role in initiating, protecting, and encouraging collaborative networks. The TKPKD was formed under the collaborative leadership of the city government and other stakeholders. The leaders recognized their interdependence and decided to collaborate for a common goal. If the TKPKD fails to reach an agreement, it can condition contextual outcomes. This suggests that, theoretically, stakeholder engagement can protect and encourage the activities of the Kendari City TKPKD in poverty alleviation. As explained, the Kendari City Government through the OPD plays an important role in encouraging stakeholders' interest in participating in the TKPKD, and promises that the TKPKD can change it through the context of the development process.

In addition, the government also gives an impression to NGOs by opening a dialogue space in dealing with various problems. These changes also encouraged the formation of the TKPKD even though there was initial doubt among stakeholders. In addition, the TKPKD collaboration shows that building a long-term vision can help realize collaborative leadership, because it can encourage stakeholders to work together to achieve common goals. Finally, we look for leaders who can motivate weak parties to step up and compete to increase their capacity, so that they can stand tall at the negotiating table. Ansell and Gash describe this potential as an empowering attribute of a leader. The collaboration process can be considered successful if many actions are completed together within a certain period of time. The goal is achieved through collaborative efforts that outperform other options. Thus, the procedure will follow the agreed collaborative flow. Integration and coordination are two major obstacles in poverty alleviation efforts in Kendari City. Strategies to integrate poverty alleviation programs into planning documents, identify programs, and allocate funds. Another problem is coordination, as there is no TKPKD secretariat at the BAPPEDA Office, and cross-sector program groups and working groups, sector interests, and egos continue to hinder cooperation and communication in poverty alleviation efforts in Kendari City.

The findings of this study confirm that the successful implementation of poverty alleviation policies at the local level cannot be measured solely by the existence of formal institutions such as the TKPKD, but rather by the effectiveness of the collaborative governance processes that take place within them. Within the framework of collaborative governance theory (Ansell & Gash, 2008; Emerson & Nabatchi, 2015), collaborative institutions must be able to bridge the gap between state and non-state actors, build trust, and facilitate transformative collective learning. This situation supports the literature's critique that collaborative governance in developing countries is often limited by a hierarchical bureaucratic culture and weak institutional capacity (Bryson et al., 2015; Hasanov & Zuidema, 2022). Furthermore, within the Stewarding Sustainability Transformations framework (Kuenkel, 2019), successful collaboration for sustainability relies heavily on the formation of collective values, dialogic communication, and reflective leadership.

## **CONCLUSION**

Poverty alleviation coordinated by the Kendari City TKPKD is still dominated by elements of the Kendari City Government in the membership of the TKPKD as well as in the aspects of implementation, monitoring, and evaluation. Poverty alleviation programs emphasize economic factors more than social factors. Poverty alleviation initiatives carried out with commitment and serious efforts still emphasize the economic side, but poverty alleviation that is only limited to the economic aspect will not touch the root causes of poverty. In a cultural context, the poor are defined by institutionalized values such as indifference, apoliticalism, fatalism, helplessness, and so on. Meanwhile, in terms of structural or political elements, the poor economically face more structural and political poverty. Second, they are more generous than community productivity. Poverty alleviation based on generosity, such as social assistance programs, does not motivate the poor to work for their own success. The poor will always depend on support from other parties. In reality, poverty alleviation efforts must be designed to be productive. Third, poor people are positioned as objects, not as humans. The community must be the focus, namely as agents of change who are actively involved in poverty alleviation program activities. Fourth, the government functions as a regulator, not as a facilitator. The government must work as a facilitator, helping the

community develop its potential. Multi stakeholder collaboration that prioritizes consultation will be more effective if participants feel involved, recognized, and taken seriously. Engagement does not always imply context; key stakeholders may play an important role. However, only a well designed interaction process can ensure that they remain engaged, are constructive in their criticism, and are willing to compromise when good conclusions are at stake. When the collaborative ecosystem is willing to engage, participating stakeholders will be connected to a broader stakeholder system, namely stakeholders who are indirectly involved and begin to create impact. They can be people who are aware of the initiative but do not participate directly, and communities who are directly or indirectly affected by the results of ongoing multi-stakeholder collaboration. When poor people see that there are various groups of actors who (and do not always agree) convey an issue, they become interested in getting involved. We have shown that the practice of multi-stakeholder collaboration by implementing a series of characteristics or features of key elements of collaboration such as stakeholder engagement, government roles, social learning, institutional capacity and collaborative leadership which if conceptualized by TKPKD will lead to sustainable collaboration in the implementation of poverty alleviation policies in Kendari City as well as a series of institutional conditions of TKPKD stakeholders who interact with each other that can lead to sustainable transformation.

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