

ACTOR COLLABORATION MODEL EXTREME POVERTY ERADICATION IN LOCAL GOVERNMENT

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Abstract

Extreme poverty remains a serious problem in various regions and requires an approach that involves many parties collaboratively, especially at the local government level that is directly in touch with the dynamics of community life. A number of previous studies, both at the global and national levels, have examined poverty alleviation strategies through various approaches such as economic empowerment, government cooperation with the private sector, and the implementation of sustainable programs involving local communities. However, so far there have been limited studies that specifically discuss collaboration models between actors in the local government environment, or cross-sector collaboration with actors such as the business world, universities, the media, and the poor as active subjects. Furthermore, the theoretical approach based on Institutional Analysis and Development (IAD) developed by Elinor Ostrom has not been widely utilized in understanding collaborative relationship patterns and governance in poverty alleviation. Therefore, this study is structured as a literature review that aims to summarize and examine collaboration models that have been applied, as well as identifying empty spaces in scientific discourse. It is hoped that the results of this study can be a conceptual basis that strengthens fair, participatory, and contextual collaboration practices in efforts to reduce extreme poverty in the region.

Keywords: actor collaboration, extreme poverty, local government, ostorm IAD model

INTRODUCTION

Extreme poverty is a pressing challenge that continues to plague various regions in Indonesia, particularly at the local level, which directly impacts people's daily lives. Amidst efforts to accelerate inclusive and sustainable development, this condition serves as a crucial indicator for measuring the success of human resource development. Disparities in access to basic needs, such as food, health care, and education, indicate structural issues that require a cross-sectoral and collaborative approach (Bappenas, 2020). In the context of the overarching theme of the 2025 International Interdisciplinary Conference on Intercultural Studies (IICIS), "Food Security and Human Resource Development," addressing extreme

poverty is inextricably linked to efforts to achieve social and economic resilience based on participation and equity.

Various previous studies have identified poverty alleviation strategies through economic empowerment approaches (Sen, 1999), social assistance programs (World Bank, 2015), government-private sector collaboration (Anheier, 2014), and community involvement in development (Chambers, 1997). However, there are still limited studies that comprehensively discuss how collaboration between actors at the local government level—including the business world, universities, the media, and poor communities themselves—can be formed and managed in a fair and participatory manner. Such cross-sector collaboration has great potential to integrate various resources, knowledge, and experiences that have been scattered and fragmented (Bryson, Crosby, & Stone, 2006).

As a conceptual basis, this study uses the Institutional Analysis and Development (IAD) approach developed by Elinor Ostrom. IAD offers a relevant theoretical framework for understanding the dynamics of governance and interaction patterns between actors within an institutional system (Ostrom, 2011). Unfortunately, the application of IAD in poverty alleviation studies in Indonesia is still rare, especially those that emphasize the local context and multi-actor collaboration. This framework can reveal the complex relationships between institutions, incentives, and norms that shape policy outcomes (Smajgl, Leitch, & Lynam, 2011).

Based on this background, the problem formulation proposed in this research is:

- a. How have models of collaboration in addressing extreme poverty at the local government level been developed?
- b. To what extent can the IAD approach be used to understand and strengthen such collaborative practices?

This research aims to conduct a literature review of existing collaboration models, identify gaps in the scientific literature, and offer a conceptual foundation that can strengthen contextual and sustainable collaborative practices.

By positioning extreme poverty as a key obstacle to human resource development, this paper is expected to contribute to the formulation of a more inclusive, collaborative approach to regional social policy. The emphasis on interdisciplinary perspectives is also expected to bridge the gap between institutional practices and the needs of poor communities, as well as open up opportunities for intersectoral synergy in supporting food security and long-term well-being.

METHODOLOGY

The method used was a systematic literature review, which allows for a structured and comprehensive screening of scientific sources. This step was carried out to identify, review, and analyze previous works relevant to the topic of collaboration in poverty alleviation policy, both at the global and local levels. During this process, researchers developed review questions and inclusion-exclusion criteria based on thematic relevance, use of IAD theory, and relevance to regional governance.

The data in this study were collected from various secondary sources, such as reputable scientific journals, conference proceedings, research institute reports, academic books, and government policy documents. A literature search was conducted through academic databases such as Google Scholar, Scopus, and DOAJ, using keywords such as "collaborative governance," "poverty alleviation," "local government," "IAD framework," and "multi-actor collaboration." To maintain source quality, only literature published within the last 15 years (2009–2024) was prioritized, except for classic references such as the work of Elinor Ostrom.

Data analysis was conducted qualitatively through a thematic synthesis process, identifying key themes emerging from various studies. This process began with open coding of the abstracts and conclusions of each source, followed by thematic grouping to explore patterns and theoretical constructs. Next, a content analysis approach was used to examine how collaboration between actors is described, implemented, and evaluated in various local contexts. Finally, the findings were linked to the structure of the IAD framework to evaluate the extent to which this concept has been used or could be further developed in studies related to extreme poverty at the local government level.

With this methodology, the research not only aims to compile a literature synthesis, but also positions itself reflectively as a conceptual and practical guide for academics interested in exploring the relationship between institutions and strengthening regional capacity in overcoming poverty.

RESULTS AND DISCUSSION

Multi-actor Collaboration Configuration in Regional Poverty Alleviation

The literature review shows that multi-actor collaboration models for addressing extreme poverty vary widely, depending on the institutional context and capacity of local

governments. Several studies describe patterns of collaboration between local governments and the private sector through corporate social responsibility schemes, but these are often symbolic and non-participatory (Sulistiyan & Rahardjo, 2011). On the other hand, community-based initiatives that leverage social capital and local leadership have been shown to be more effective in directly reaching the poor (Mubyarto, 2004).

However, very few studies explicitly explain how actors such as local media, universities, and vulnerable groups themselves are integrated into policy governance. This weakness indicates a persistent disconnect in the chain of inclusive cross-sector collaboration. In this context, the IAD approach can be an analytical tool for mapping the arena of action, the roles of actors, the rules of the game, and the outcomes of their interactions (Ostrom, 2005).

The Relevance of the IAD Framework in Analyzing Policy Collaboration

The Institutional Analysis and Development (IAD) framework developed by Elinor Ostrom offers a powerful theoretical lens for understanding governance dynamics involving multiple institutions. In this study, the IAD framework is used as a conceptual tool to map collaborative structures in extreme poverty alleviation policies. IAD's primary focus on action arenas, rules-in-use, and outcomes allows for a comprehensive exploration of the mechanisms that influence the effectiveness of interactions between actors (Ostrom, 2011).

For example, in districts with strong fiscal decentralization, unwritten rules of thumb exist that allow local elites to monopolize social assistance allocations. This results in the exclusion of the poor from the program formulation process. Conversely, regions with open and accountable coordination systems demonstrate better outcomes, as they allow for cross-sectoral negotiation and active community involvement (Ansell & Gash, 2008).

Identification of Empty Space and Conceptual Novelty

One of the key contributions of this research is the identification of a conceptual gap in the literature on policy collaboration at the subnational level. Many studies remain program evaluations, failing to address the institutional dynamics that shape relationships between actors. Yet, understanding institutional structures and formal and informal rules is crucial for designing equitable and sustainable collaboration strategies (Weible et al., 2011).

The novelty of this study lies in the integration of IAD theory into social policy discourse in Indonesia, particularly to account for the complex local context. Furthermore,

the narrative-descriptive approach used offers a reflective framework for academics and policymakers to review current collaborative practices.

Conceptual and Practical Implications

The conceptual implication of this study is the need to expand the study of policy collaboration to take local institutional architecture into account. IAD theory can be used to:

- a. Identifying barriers and opportunities in collaborative arenas,
- b. Analyze the fit between actors, roles, and resources,
- c. Designing adaptive governance-based intervention strategies.

Meanwhile, from a practical perspective, local governments are encouraged to establish sustainable multi-stakeholder forums, involving poor communities as program co-creators, not simply beneficiaries. Good practices from various regions need to be documented and transferred through inter-regional learning mechanisms.

Table 1. Previous Research

No	Author/Year	Title	Method	Results
1	Tom Ongesa Nyamboga, Benson Omwario Nyamweya and Gongera Enock George (2014)	An Assessment of Collaborative Development Based Approach on Poverty Reduction in Kenya: Case of Kenya Government and Civil Society Organizations.	Literature study	Poverty alleviation efforts have been able to create positive perceptions between the government and civil society. Locally-based consultations create space for local community participation in decision-making, planning, and implementation of development projects. This forms the basis for better working relationships between the government and non-state actors, including local communities. However, in some cases, the level and quality of participation appear to be influenced by timing and appropriate information. The involvement of all parties in policy implementation is part of a collaborative process between actors.
2	Vidar Stevens and Annika Agger (2017)	Managing Collaborative Innovation Networks Practical Lessons from a	Empirical research on collaborative innovation networks.	The best way to manage a collaborative innovation network is not to focus on results, but rather to invest in building relationships

		Belgian Spatial Planning Initiative		and jointly agreeing on clear plans and process steps. This approach allows actors to get to know each other and then develop an understanding of their goals, behaviors, and intentions in the group's activities, namely creating radical and innovative policies.
3	P. Singh, Harpalsinh Chudasama/ 2020	Evaluating poverty alleviation strategies in a developing country	Quantitative	Through FCM-based simulations, this study evaluates the effectiveness of existing poverty alleviation approaches, including community-based microfinance, capacity-building and social security, market-based, and good governance. The findings confirm, to some extent, the complementarity of various poverty alleviation approaches that need to be implemented simultaneously to achieve comprehensive poverty alleviation efforts. The FCM-based simulations underscore the need for an integrated and multidimensional approach that combines elements of various approaches to poverty alleviation, which is a multidimensional phenomenon. Furthermore, this study offers policy implications for the design, management, and implementation of poverty alleviation programs.
4	Halibas, AS, Sibayan, RO, & Maata, RLR (2017)	The penta helix model of innovation in Oman: An HEI perspective.	Literature study with Penta Helix model analysis.	Higher education is under-involved. Innovation can thrive if higher education is more involved. To foster a culture of innovation and an effective innovation network, collaboration between Penta Helix actors—academia, government, industry, NGOs, and social entrepreneurs—must be enhanced.

5	Joko Tri Brata (2014).	Collaborative Model in the Slum Program of theKendari City	Qualitative analysis methods.	The network concept modeled for poverty alleviation is a hierarchical model, modeled by TKPKD actors. However, this model was unsuccessful because it was conventional and network members did not function optimally.
6	Khurshed Alam (2014)	Extending the Reach of Microcredit: A New Model for Poverty Alleviation through Livelihood Mapping in Bangladesh	Case studies and evaluation of new program implementation	Although microcredit has not been able to eradicate poverty, this microcredit model has significant benefits in poverty alleviation in Bangladesh.
7	Montri Kunphoommarl, Ph.D. & Sirinapa Kunphoommarl (2013)	Social Policy and Community Welfare Management for Poverty Reduction in Thai Experiences: An Implication for Asian Countries	Case study with institutional approach.	To improve community welfare, there must be more focus on the efforts of local organizations as agents of change and knowledge transformation in managing community welfare.
8	Nilan G. Yu (2014).	The Role of Social Work in Philippine Poverty Reduction Programs: Ideology, Policy, and the Profession.	Qualitative descriptive analysis.	The role of social workers in poverty alleviation programs is limited to providing corrective measures, because the existence of social workers is also limited by the politics and economics of the state.

Source: Compiled by Author from IICIS Guidelines and Academic Sources

CONCLUSION AND RECOMMENDATIONS

This research demonstrates that efforts to alleviate extreme poverty at the regional level require a collaborative approach involving various actors in a balanced and participatory manner. Although public policy in Indonesia has emphasized cross-sectoral collaboration, gaps remain in the integration of actors such as universities, the media, and poor communities themselves in policy design and implementation. Using a narrative-descriptive approach and the Institutional Analysis and Development (IAD) framework, this study identifies that institutional configurations, formal and informal rules, and the dynamics of action arenas are key factors in the effectiveness of policy collaboration.

The conceptual novelty of this research lies in its use of IAD to re-read collaborative practices in local governance. Rather than viewing poverty as a purely distributional issue, this approach highlights the importance of institutional structures and interactions that influence decision-making processes. Thus, this research not only validates a systematic literature-based methodology but also opens up space for further exploration of the institutional dimensions of social policy in Indonesia.

From a policy perspective, there are several recommendations that can be put forward:

- a. Regional governments need to establish permanent multi-stakeholder collaborative forums that involve not only formal actors but also directly affected communities.
- b. Poverty alleviation programs must be designed with a co-creation approach, where poor communities act as active subjects who voice their needs and aspirations.
- c. Higher education institutions can act as bridges between scientific evidence and policy, through applied research and institutional mentoring at the local level.
- d. Local media need to be involved in risk communication and public education strategies that support program sustainability.
- e. Central ministries/agencies can encourage the replication of good practices between regions through network-based policy learning platforms.

Overall, this study emphasizes the importance of building collaborative governance that is equitable, contextual, and responsive to the challenges of extreme poverty, which also directly impact food security and human resource quality. Amid increasingly complex and cross-sectoral policy demands, academic contributions such as this are expected to enrich scientific discourse and strengthen evidence-based policy practices at both the local and national levels.

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