

Pandeglang Regency Government's Strategy in Overcoming Poverty Rates: Towards Collaborative Governance

Said Ariyan, Leni Indrawati*, Epi Hasan Rifai, Siti Nurbani, Ombi Romli
Universitas Mathla'ul Anwar, Indonesia

Abstract

Poverty alleviation is a central issue in the sustainable development agenda, especially in achieving the Sustainable Development Goals (SDGs) 2030. Pandeglang Regency, as one of the areas with the highest extreme poverty rate in Banten Province, faces structural challenges in reducing the number of poor people. This study aims to analyze the strategy of the Pandeglang Regency Government in overcoming extreme poverty through a collaborative governance approach. The method used is a literature study with a descriptive qualitative approach, which examines secondary data from various policy documents, research results, and institutional reports. The results of the study show that despite the decrease in extreme poverty from 2023 to 2024, policy implementation is still sectoral and less integrated. The main challenges faced include low data accuracy, limited human resources, suboptimal TKPK institutions, and program fragmentation between OPDs. The strategies implemented include reducing the burden of expenditure, increasing the income of the poor, empowering micro and small businesses, and integrating cross-sectoral programs. However, without inter-institutional synergy, multi-stakeholder involvement, and strengthening of accountable evaluation mechanisms, the effectiveness of the program is still limited. This study recommends the need to strengthen cross-sector coordination and the implementation of inclusive collaborative governance to accelerate the sustainable reduction of poverty rates in Pandeglang Regency.

Keywords: Extreme Poverty, Local Government Strategy, Collaborative Governance, Pandeglang, Social Policy.

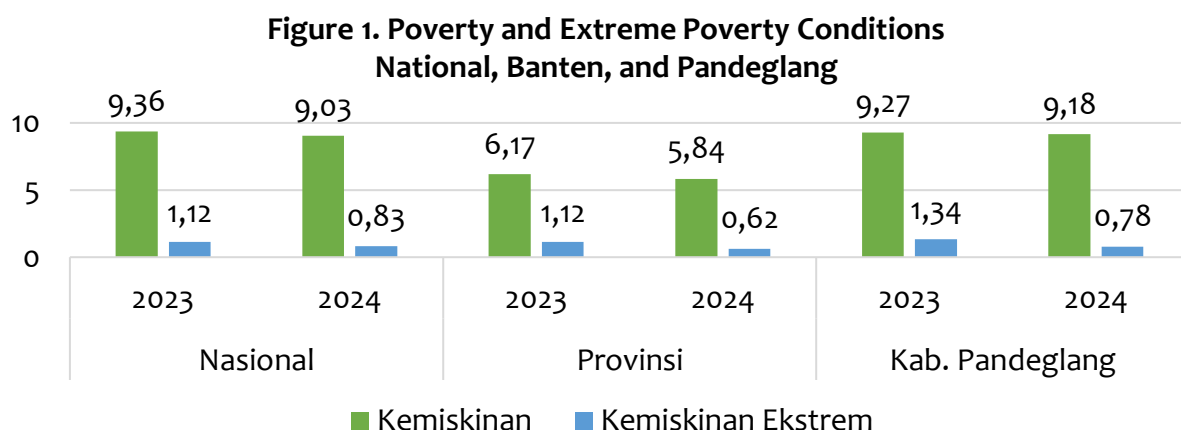
***Corresponding author:**

lenindra12@gmail.com

INTRODUCTION

Poverty is one of the social problems faced by the world today. In 2015, the world's countries gathered in the United Nations organization agreed on the 2030 Agenda for Sustainable Development which gave birth to 17 Sustainable Development Goals (SDGs) and became a global roadmap to overcome various major human challenges, including poverty. An important agenda called GOAL 1 specifically reads, "End poverty in all its forms everywhere," with the main focus being on eliminating extreme poverty and reducing poverty in all its dimensions, not only income, but also access to basic services. The Sustainable Development Goals (SDGs) set Target 1, which is: By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.90 a day. (By 2030, eliminate extreme poverty for everyone everywhere, currently measured as those living on less than \$1.90 a day.) By 2030, reduce at least by half the proportion of men, women, and children living in poverty in all its dimensions according to national definitions. (Reduce at least half the proportion of men, women, and children living in poverty by national definition).

Extreme poverty is one of the main challenges faced by many regions, including Pandeglang Regency. According to data from the Directorate General of Population and Civil Registration (Dukcapil), the population of Pandeglang Regency in 2024 will be 1,413,897 people, spread across 35 sub-districts, 326 villages, and 13 urban villages. The poverty rate in this district reached 9.18%, with 0.78% of them included in the extreme poor category. The conditions of poverty and extreme poverty at the national level, Banten Province, and Pandeglang Regency can be seen in the image below:



Source : BPS Banten Province, Data processed from National Socio-Economic Survey (Susenas) data

Figure 1 above shows the percentage of poverty rates in 2023 and 2024, both at the National, provincial, and Regency/City levels. Despite the decrease in the National Poverty Rate (0.33%), Province (0.33%), and Pandeglang Regency (0.09%), the extreme poverty rate of Pandeglang Regency is still higher than the provincial average (0.78%).

The number of extremely poor families in 2024 is 28,781 families and 153,138 individuals. There was a decrease in extreme poverty when compared to extreme poverty in 2023, namely 5,786 families and 28,759 individuals. This means that within 1 year in 2024, 5,786 families and 28,759 individuals have been released from the extreme poverty zone. This can be seen in Figure 2 below:

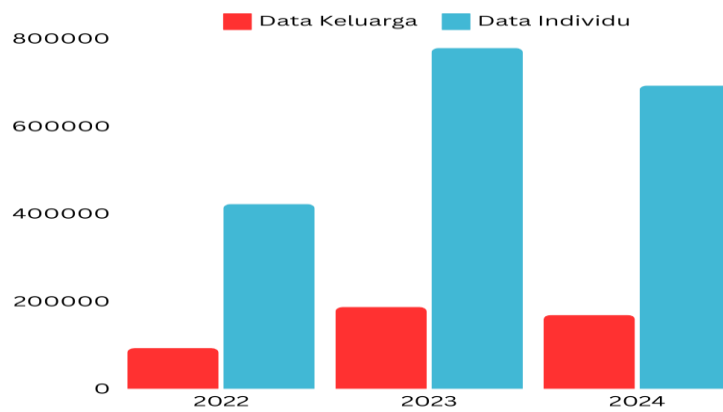


Figure 2. Extreme Poverty Data in Pandeglang Regency
Source : Coordinating Ministry for PMK RI, 2024

This fact shows the great challenges faced by Pandeglang Regency in efforts to reduce the poverty rate, especially extreme poverty, which is a priority in social and economic development in the area.

The Regional Government of Pandeglang Regency has made various efforts through a cross-organizational program intervention policy of the regional apparatus that focuses on efforts to reduce the burden of expenditure, increase income, and minimize the Poverty Pocket Area but is not carried out with the involvement of other stakeholders. Cross-OPD approaches often result in programs that run sectorally and are not integrated. Each OPD tends to focus on its own tasks and responsibilities without adequate coordination. As a result, there is overlap or even gaps in programs that harm the extreme poor as the main targets. The budgets of various OPDs are not always designed to complement each other, so the use of resources becomes less optimal. In many cases, there is an asynchronous allocation of funds between OPDs, leading to waste or inefficiencies in program implementation. Cross-OPD approaches are often not equipped with centralized monitoring and evaluation mechanisms. This makes it difficult to measure the real impact of the programs being implemented and weak accountability.

Despite various efforts to reduce poverty, extreme poverty rates in the area still show an alarming trend. This phenomenon is caused by a variety of factors, including lack of access to education, limited employment, and inadequate infrastructure.

Pandeglang Regency, which is rich in natural resources, still experiences social and economic disparities. Many communities are trapped in a cycle of poverty due to the inability to access basic services, such as health and education. In addition, current policies are often not effective enough in answering the needs of the most vulnerable communities.

This study shows that there is a gap between the expected ideal conditions and the reality that occurs in the field. Normatively, extreme poverty should be effectively addressed as part of the global commitments in the 2030 Agenda for Sustainable Development (SDGs). The local government, in this case Pandeglang Regency, should be able to design and implement an integrated poverty alleviation policy, involving all stakeholders, and carried out collaboratively across sectors. The ideal approach is one that can reduce the burden of expenditure on the poor, increase their income, and eliminate pockets of poverty through the use of an efficient, coordinated budget, and supported by a strong and accountable monitoring and evaluation system.

However, the reality shows that despite the decrease in the number of families and individuals who fall into the extreme poverty category, the approach is still sectoral and not integrated. The cross-OPD program that is carried out does not involve important actors outside

the government, so the implementation of policies tends to be exclusive. Lack of coordination between OPDs leads to overlapping programs or even intervention gaps in some areas. The budget allocation is not designed synergism, so that there is a waste of resources and the effectiveness of the program becomes low. In addition, the absence of a centralized monitoring and evaluation mechanism makes it difficult to measure the results of various programs comprehensively, and accountability for program implementation is weak.

This research was carried out with the following formula: 1) What are the conditions and characteristics of extreme poverty in Pandeglang Regency today, as well as the main factors that affect it and 2) How is the implementation of extreme poverty reduction policies that have been carried out by the Pandeglang Regency Government, especially from the aspects of planning, implementation, funding, and monitoring-evaluation as well as what are the weaknesses and obstacles in the implementation of extreme poverty reduction policies that is sectoral and not integrated.

LITERATURE REVIEW

The Concept of Poverty

Poverty is a multidimensional condition that includes not only low income, but also limited access to basic services such as education, health, and infrastructure (Sen, 1999). According to BPS (2023), poverty is measured based on the inability to meet basic needs, including per capita expenditure below the poverty line. In Pandeglang Regency, poverty is still a serious challenge with fluctuating figures, influenced by structural factors such as economic inequality and low productivity in the agricultural sector (Bappeda Pandeglang, 2022).

The importance of understanding extreme poverty lies not only in the economic aspect, but also in the social and health dimensions. Extreme poverty is often associated with a lack of access to basic services and adequate infrastructure. Research by Yulianti et al. (2020) shows that individuals who live in conditions of extreme poverty tend to experience more serious health problems and have lower life expectancy compared to those who do not fall into that category. This confirms that extreme poverty is a multidimensional problem that requires a holistic approach in addressing it.

Extreme poverty also has a long-term impact on future generations. According to UNICEF (2021), children who grow up in extreme poor families often experience limitations in education and nutrition, which impacts their physical and mental development. Therefore, the fight against extreme poverty must focus not only on direct assistance but also on capacity building and empowering communities so that they can get out of the cycle of poverty.

Poverty Measurement According to the World Bank (2018), the approach to measuring poverty can be divided into two: absolute and relative. In Indonesia, BPS uses an absolute poverty line approach that calculates the number of people with per capita expenditure below the poverty line. In addition, UNDP (2010) introduced the Multidimensional Poverty Index (MPI) to measure poverty based on three dimensions: health, education, and living standards.

Factors That Cause Poverty

The factors that cause poverty can be differentiated into structural and cultural (Lewis, 1966). Structural factors include inequality of access to resources, unfair economic policies, and low quality of education. Meanwhile, cultural factors refer to the mindset, values, and habits that are inherited between generations. In the local context, poverty is often exacerbated by weak governance and coordination between agencies (Sumodiningrat, 2001). Poverty Alleviation Strategies and Policies Poverty alleviation in Indonesia has been carried out through various programs, such as the Family Hope Program (PKH), Non-Cash Food Assistance (BPNT), and Village Fund. A study by Nugroho (2015) shows that the success of the program is largely determined by community involvement and transparent and accountable governance. The

concept of Collaborative Governance (Ansell & Gash, 2007) is also relevant in this context, where multi-stakeholder involvement (government, community, and the private sector) is key to policy effectiveness.

Collaborative Governance in Poverty Alleviation Collaborative governance is defined as a framework in which governments, the private sector, and communities work together to achieve a common goal (Ansell & Gash, 2008). This concept emphasizes the importance of multi-stakeholder participation in policy formulation and implementation. The study of Emerson et al. (2012) shows that effective collaboration can improve the accountability, innovation, and sustainability of poverty alleviation programs. In Indonesia, a collaborative governance approach has been adopted through programs such as PNPM Mandiri and TNP2K, involving local governments, NGOs, and community groups (Coordinating Ministry for Human Development and Development, 2021). However, its implementation is often constrained by weak coordination and capacity inequality between stakeholders (Sutrisno, 2020).

Pandeglang Regency Government Strategy

The Pandeglang Regency Government has implemented several collaboration-based strategies, including the Cash Labor Intensive Program: Involving the community in infrastructure development while providing temporary income (Pandeglang Social Service, 2023). Empowerment of MSMEs in collaboration with banks and business actors for access to capital and training (Pandeglang Cooperative Office, 2022). Regional Poverty Alleviation Forum (FPKD) A forum for coordination between the government, academics, and community organizations (Pandeglang Regional Regulation No. X/2021).

METHOD

The research method used is a literature study with a descriptive qualitative approach. This method aims to study, review, and analyze various relevant literature sources in order to gain a deep understanding of local government strategies in poverty alleviation, especially in the framework of collaborative governance. Literature studies allow researchers to evaluate theories, policies, results of previous research, as well as official documents from government agencies, scientific journals, books, and reports of national and international organizations.

This research relies on secondary data collected from various sources, such as laws and regulations, regional policy documents, Central Statistics Agency (BPS) reports, the results of program evaluations such as PKH or Village Funds, as well as academic studies that discuss poverty, collaborative governance, and the role of local governments. The literature was analyzed to identify strategy patterns, forms of collaboration between actors, as well as challenges and opportunities that arise in the implementation of poverty alleviation policies in the regions.

Data analysis was carried out in a thematic qualitative manner, by grouping information into main themes, such as the form of strategy used by local governments, the characteristics of cross-actor collaboration, the key policies implemented, and the factors that hinder and support the implementation of collaborative governance. The findings are then described systematically to illustrate the relationship between concepts and practices that take place.

Through this literature study, the research is expected to be able to provide conceptual mapping and empirical practices related to local government strategies in overcoming poverty with a collaborative approach, as well as provide a theoretical and practical basis for more participatory and sustainable policy formulation.

RESULTS

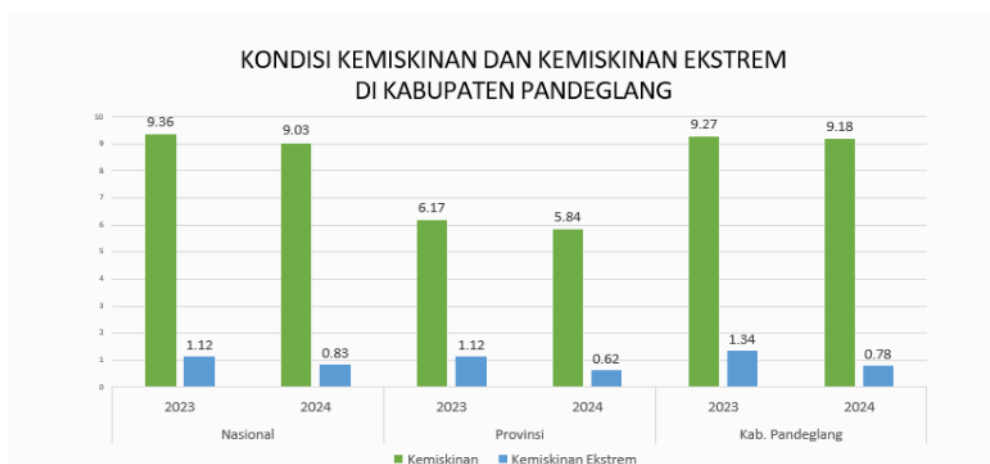
The area of Pandeglang Regency is 2,746.81 km² or 27,468,100 Ha, which is divided into 35 sub-districts and 339 villages/sub-districts. The area of Pandeglang Regency takes a portion of

28.43% of the total area of Banten Province, this makes Pandeglang Regency the second largest district in Banten Province. Astronomically, Pandeglang Regency is located at 6°21'00"-7°10'00" South Latitude and 105°48'00"-106°11'00" East Longitude.



Source: Bappeda Pandeglang Regency

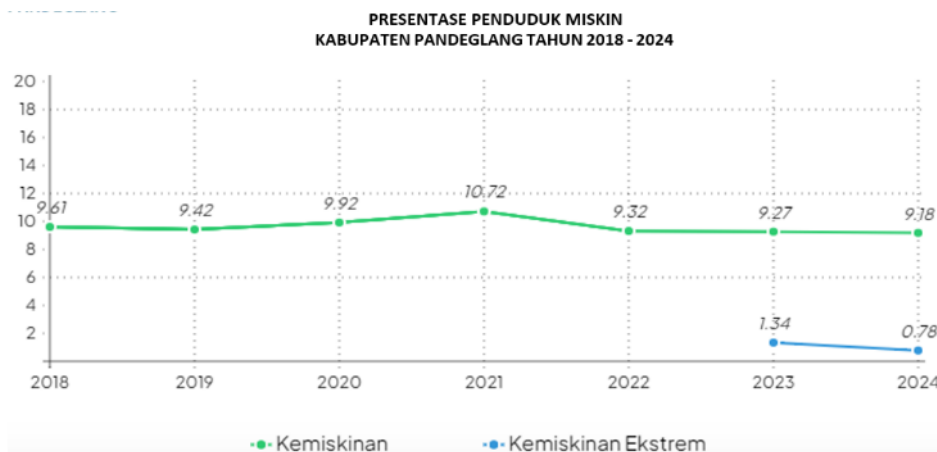
The factors that cause extreme poverty in Indonesia are very complex and vary between regions. In Pandeglang Regency, several of the main factors that contribute to the high rate of extreme poverty include access to economic resources, education, and infrastructure. A study by Prasetyo et al. (2022) showed that structural barriers to livelihood sources are one of the main causes of people's difficulties in getting out of extreme poverty. Many communities in Pandeglang depend on the traditional agricultural sector with limited access to markets and modern technology. Lack of access to education is also a significant factor in the causes of extreme poverty. According to research by Ningsih et al. (2021), the low level of education among heads of families in Pandeglang contributes to low job skills and opportunities to get decent jobs. This creates a cycle of poverty that is difficult to break because the next generation also does not get adequate education. The following are the conditions of poverty in Pandeglang Regency:



Source: BPS Banten Province, Data processed from National Socio-Economic Survey (Susenas) data

The percentage of poverty levels in 2023 and 2024, both at the National, Provincial and Regency/City levels, has decreased. The National Poverty Rate decreased (0.33%), the Province decreased (0.33%), and Pandeglang Regency decreased, namely (0.09%). In the acceleration of

the elimination of Extreme Poverty in Pandeglang Regency, the Extreme Poverty rate in 2023 is still above 1%, which is 1.34%. In 2024, it will decrease by 0.56%, which is 0.78%



Source: BPS Banten Province, Data processed from National Socio-Economic Survey (Susenas) data

Challenges in Poverty Alleviation

In an effort to overcome poverty, the Pandeglang Regency Government is faced with various challenges that affect the effectiveness of program and policy implementation. One of the main problems is the low accuracy of the database of poor and vulnerable groups, which leads to inaccurate targets in the provision of assistance and potential overlapping programs. This inaccuracy of data is the root of the problem in the distribution of equitable social interventions.

In addition, the limitation of human resources (HR) at the regional level is also a serious obstacle. The lack of technical capacity and the number of officers in the field has an impact on the weak implementation and supervision of poverty programs. This challenge is exacerbated by the lack of a strong and functional Poverty Alleviation Coordination Team (TKPK) institution, so that cross-sector coordination in handling poverty has not been optimal.

On the other hand, there are still service standards and procedures that are not optimal, both in terms of regulation and implementation. This leads to inconsistencies in services between regions and weak program accountability. The next problem is the fragmentation of the implementation of programs across Regional Apparatus Organizations (OPD), which shows that there is still a lack of synergy and integration between agencies in designing and executing poverty alleviation policies as a whole.

Another crucial challenge is budget constraints, which hinder the expansion and sustainability of the program, especially in areas with high poverty rates. These fiscal limitations limit innovation and flexibility in responding to the needs of the poor, which are very diverse and dynamic.

Overall, these challenges show that poverty alleviation in Pandeglang Regency still requires strengthening in terms of data, institutions, coordination, human resource capacity, and adequate budget support. Planned and sustainable collaborative efforts are key in rearranging strategies to be more adaptive and have a direct impact on reducing poverty rates.

Strategies to Reduce Poverty

Poverty alleviation strategies are directed to answer the problem of poverty comprehensively and sustainably. One of the main steps taken is to reduce the burden of expenditure on the poor, especially in terms of access to basic needs such as education, health,

food, and housing. By reducing this burden, the economic resilience of the poor can be increased, so that they have room to build a more stable life resilience.

In addition, the strategy is also focused on improving the ability and income of the poor through skills training, expanding access to work, and strengthening the family economy. Providing access to vocational training and productive facilities is expected to increase the economic independence of the community.

The next step is the development and sustainability of Micro and Small Enterprises (MSEs). The government encourages MSEs to grow as a driver of the local economy by providing support in the form of access to capital, business development, and marketing facilitation. This is important so that the poor are not only recipients of assistance, but also active actors in economic development.

No less important is the empowerment of the poor to meet their basic needs, through a participatory approach that involves the community in planning, implementing, and evaluating programs. Thus, the program is not only top-down, but also according to local needs and potential.

Finally, the success of poverty alleviation strategies is highly determined by the synergy of policies and programs across sectors and actors. The government needs to integrate various programs and policies so that they do not overlap and are able to have a more measurable impact. This synergy is the key so that poverty alleviation efforts can run more effectively, efficiently, and on target.

Policy and Program in to Reduce Poverty

In an effort to reduce the poverty rate, the government has designed a series of policies and programs that are comprehensive, cross-sectoral, and based on the real needs of the community. The main strategy is carried out through the synchronization of poverty alleviation programs between the central and regional governments, as well as between sectors, with an emphasis on the suitability of locations and targets—especially in areas of poverty enclaves. This approach aims to ensure the effectiveness of the program to be on target and to avoid policy overlap.

Furthermore, the government continues to encourage the sustainability of micro and small enterprises (MSEs) as an important sector in creating jobs and reducing economic inequality. This policy is supported by the development and improvement of the quality of Joint Business Groups (KUBE), as a form of community-based economic empowerment that aims to strengthen the business capacity of the poor collectively.

Efforts to improve welfare are also focused on people in the 3T (Disadvantaged, Outermost, and Deepest) areas, who have been facing gaps in access to basic services and economic opportunities. In this case, development in the 3T area is combined with the empowerment and development of the village community, so that development is not only physical, but also touches social and economic aspects in a sustainable manner.

Optimizing Village Funds is one of the important instruments in supporting the acceleration of poverty alleviation and reducing the unemployment rate. The funds are directed to productive activities, social protection, and inclusive development based on the needs of the village community.

On the other hand, the policy also strengthens the social protection system, one of which is through the PKH Plus program which provides more comprehensive incentives for poor households, not only for basic needs but also to support the improvement of the overall quality of life. This approach is complemented by the development and strengthening of the capacity of People with Social Welfare Problems (MSMEs), which includes people with disabilities, the marginalized elderly, women heads of households, and other vulnerable groups.

The government also continues to expand the scope of community empowerment programs, especially in poor and marginalized areas. The goal is to create a wider space for community participation in development, as well as strengthen economic independence through activities that are in accordance with local potential.

Overall, these policies and programs reflect an integrated, collaborative, and social justice-based approach to reducing poverty in Indonesia, especially in areas that have been facing structural vulnerability and development inequality.



Source: Bappeda Pandeglang Regency

CONCLUSION

Poverty alleviation efforts in Pandeglang Regency are part of the strategic responsibility of the local government in ensuring the welfare of all its citizens. Based on the analysis of the challenges, strategies, and policies and programs that have been implemented, it can be concluded that reducing poverty rates requires a comprehensive, integrated, and sustainable approach.

The main challenges faced include low accuracy of data on poor and vulnerable groups, limited human resources, uneven institutions, suboptimal service standards, and limited budget and coordination between regional apparatus. This shows that poverty alleviation is not only a matter of social assistance, but also about effective governance, institutional capacity, and cross-sectoral integration.

The strategy is aimed at reducing the burden of expenditure on the poor, increasing income and economic capacity, empowering micro and small businesses, and policy synergy involving various parties. In addition, programs such as strengthening Joint Business Groups (KUBE), optimizing Village Funds, and expanding social protection through PKH Plus are concrete forms of the government's efforts to address the complexity of poverty at the local level.

The key to the success of poverty alleviation lies in collaboration between the central and regional governments, synergy between sectors, and active community involvement. Towards a collaborative governance model, local governments are encouraged to build a strong, transparent, and responsive coordination system to the socio-economic dynamics of the community.

With a strong commitment, a valid database, adequate budget support, and cross-actor and sector involvement, the acceleration of poverty reduction in Pandeglang Regency is not a utopia, but a goal that can be achieved gradually and measurably.

BIBLIOGRAPHY

- Ansell, C., & Gash, A. (2008). Collaborative Governance in Theory and Practice. *Journal of Public Administration Research and Theory*, 18(4), 543–571.
- Bappeda Pandeglang. (2022). Evaluation Report of the Pandeglang Regency Poverty Alleviation Program.
- BPS. (2023). Indonesian Poverty Statistics 2023. Central Statistics Agency.
- Bryson, J. M., et al. (2017). *Creating Public Value in Practice*. CRC Press.
- Social Service of Pandeglang. (2023). Report on the 2023 Cash Labor-Intensive Program.
- Emerson, K., et al. (2012). An Integrative Framework for Collaborative Governance. *Journal of Public Administration Research and Theory*, 22(1), 1–29.
- Coordinating Ministry for PMK. (2021). *Guidelines for the Implementation of Collaborative Governance in Poverty Alleviation*. Jakarta.
- Sen, A. (1999). *Development as Freedom*. Oxford University Press.
- Sutrisno, N. (2020). *Collaborative Governance in Indonesia: Theory and Practice*. Yogyakarta: Gava Media.
- Dunn, W. N. (2018). *Public Policy Analysis* (6th ed.). New York: Routledge.
- Lewis, O. (1966). The Culture of Poverty. *Scientific American*, 215(4), 19-25.
- Nugroho, R. (2015). *Public Policy: Policy Dynamics, Policy Analysis, Policy Management*. Jakarta: Elex Media Komputindo.
- Sumodiningrat, G. (2001). *Poverty and Local Government*. Jakarta: Gramedia.
- Todaro, M. P., & Smith, S. C. (2015). *Economic Development* (12th ed.). Boston: Pearson.
- UNDP. (2010). *Human Development Report 2010: The Real Wealth of Nations*. New York: UNDP.
- World Bank. (2018). *Poverty and Shared Prosperity 2018: Piecing Together the Poverty Puzzle*. Washington, DC: World Bank..