INCOME JOURNAL OF ECONOMICS DEVELOPMENT
e-ISSN: 3025-3225
Volume 6 Number 1| January 2026

The Role of Local Government and Multi-Stakeholder Collaboration in Reducing Structural Poverty: An Evaluation Study of SDGS to Overcome Poverty in Sidoarjo Regency

Nisfatun Choiriyah[1], Andin Arfi Aurellia[2], Indah Prabawati[3], Firre An Suprapto[4]
[1,2,3,4]State University of Surabaya, Indonesia
email: 25040674262@mhs.unesa.ac.id[1], 25040674264@mhs.unesa.ac.id[2], indahprabawati@unesa.ac.id[3], firresuprapto@unesa.ac.id[4]

Article Info

Keywords :
Structural Poverty, Local Government, Multi-Stakeholder Collaboration, Sdgs, Public Policy, Sidoarjo Regency.

Abstract

This study aims to analyze the role of local governments and multi-stakeholder collaboration in reducing structural poverty through the evaluation of the implementation of the Sustainable Development Goals (SDGs) of the first goal (No Poverty) in Sidoarjo Regency. The method used is a descriptive qualitative approach with literature studies, analysis of regional policy documents, and analysis of secondary data from the Central Statistics Agency (BPS) and local government reports. The results of the study show that the Sidoarjo Regency Government has integrated the SDGs targets into regional development planning through social assistance programs, MSME empowerment, and increased access to education and health. However, challenges are still found in aspects of structural poverty such as inequality in access to decent work and distribution of resources. Collaboration between government, the private sector, academia, and civil society has been proven to contribute to expanding the reach of programs and increasing the effectiveness of interventions. In conclusion, reducing structural poverty requires strengthening cross-sectoral synergy, data transparency, and evidence-based policies. The recommendations proposed are optimizing public-private partnerships, improving the quality of integrated social welfare data, and strengthening sustainable economic empowerment programs.

1. Introduction

Until now, poverty is still a problem that has not been completely solved in Indonesia (Susanto & Wulandari, 2021). Not only does lack of money lead to poverty, but poverty is also associated with difficulties for people to get a decent education, health services, permanent jobs, and a prosperous life (Firdausy & Budisetyowati, 2022). Hambers describes poverty as an interconnected circle that begins with vulnerability, helplessness, and alienation. This means that due to limited access and opportunities, poor people often face difficulties getting out of the situation.

In addition, through the sustainable development program launched by the United Nations in the Sustainable Development Goals (SDGs) agenda, the Indonesian government is committed to reducing poverty (Pribadi et al., 2023). The first goal of the SDGs is to eradicate poverty (Sachs et al., 2022). Because they are closer to the situation of the community on the ground, local governments play an important role in this (Haryono et al., 2021). The poverty rate in Sidoarjo Regency has actually decreased (Badan Pusat Statistik Kabupaten Sidoarjo, 2024).

In March 2024, the poverty rate is 4.53%. The number of poor people also decreased from 119.15 thousand to 109.39 thousand. This shows progress in numbers. However, if you look deeper, there are still problems that need to be considered. The Poverty Depth Index is decreasing, but the Poverty Severity Index is increasing. This shows that there are still very poor groups of people and that the differences between them are becoming more and more apparent.

In addition, the poverty line increased to Rp597,284 per person per month, indicating an increase in the cost of living (Firdaus et al., 2023). Here there is a difference between what is expected and what happens (Salsabila, 2026). When the poverty rate decreases, it is hoped that the condition of the poor will also improve (Merdikawati & Al Izzati, 2025). However, there

are people who continue to live in very vulnerable conditions (Salsabila, 2026). Although economic growth in the regions should help reduce poverty, structural poverty remains difficult to overcome if it is not accompanied by equity and targeted policies (Merdikawati & Al Izzati, 2025).

Therefore, poverty alleviation cannot be done with just one party. Local governments must work closely with private organizations, communities, and the private sector. In order for poverty alleviation programs to help communities in the long run, this collaboration is important. Taking this situation into account, it is necessary to conduct research on how local government and multi-stakeholder cooperation contribute to the reduction of structural poverty in Sidoarjo Regency. In addition, it is also necessary to learn how the implementation of the program is evaluated within the framework of the SDGs (Jufri, 2023).

The formulation of the problem, based on the explanation above, this research question is: What is the role of local governments in Sidoarjo Regency in reducing structural poverty. What is the form of multi-stakeholder collaboration in supporting the achievement of the first goal of the Sustainable Development Goals (SDGs). The extent to which the implementation of these policies is effective in reducing structural poverty (Faknan, 2023).

This study aims to evaluate the role of local governments and multi-stakeholder collaboration in reducing structural poverty. In addition, this study also aims to analyze the implementation of poverty alleviation policies in Sidoarjo Regency within the framework of the SDGs.

2. Literature Review

The concept is an effort by the government to solve complex problems, thereby emphasizing interdependence between the government and other stakeholders outside the government. These problems are complex and dynamic, so it will be very impossible if they are only solved by one organization, namely the government, but there needs to be a collaboration in solving them (Grootjans et al., 2022).

Poverty is a multidimensional problem that is not only related to low income, but also limited access to education, health, employment opportunities, and various other economic resources. In development studies, poverty is often categorized into absolute, relative, and structural poverty. Structural poverty refers to the condition of poverty that occurs due to social, economic, and political systems that do not provide equal opportunities to certain groups of people to improve their welfare.

In the context of structural poverty, obstacles in the aspect of policy communication can cause information about assistance or empowerment programs to not be conveyed properly to the community. In addition, limited resources such as budget, staff, and facilities can also hinder the implementation of poverty alleviation programs. Low disposition or commitment of policy implementers and inefficient bureaucratic structures can also strengthen structural poverty conditions because government programs do not run optimally.

Local governments have an important responsibility in the implementation of regional development, including in poverty reduction efforts. Through the decentralization policy, local governments are given greater authority to plan and implement development programs in accordance with the needs of the people in their areas. The role of local governments in poverty reduction can be realized through various policies, such as the provision of quality education and health services, the development of micro and small businesses, the empowerment of village communities, and the improvement of basic infrastructure. In addition, local governments also play a role in integrating various poverty alleviation programs to be more effective and on target.

Namun demikian, upaya pengentasan kemiskinan tidak dapat dilakukan oleh pemerintah saja. Kompleksitas permasalahan kemiskinan menuntut adanya keterlibatan berbagai pihak, termasuk sektor swasta, organisasi masyarakat sipil, lembaga pendidikan, serta masyarakat itu sendiri. Oleh

karena itu, pendekatan kolaboratif menjadi salah satu strategi penting dalam mengatasi kemiskinan secara berkelanjutan.

Structural poverty arises due to limited public access to productive resources such as capital, education, information, and economic networks (Chambers, 1983). This condition makes it difficult for the poor to get out of the poverty circle due to systemic obstacles. In the context of regional development, structural poverty is often influenced by inequality in regional development, low quality of human resources, and limited public access to public services.

Collaborative governance an arrangement in which there are one or more public bodies that directly involve actors in the process of collective, consensus-oriented, and deliberative decision-making and that aim to create or implement public policies, programs, or assets (Ansell & Gash, 2008). Likewise, previous studied the collaboration carried out does not only consist of the government as actors, but also other parties, with the aim of solving public problems (Emerson & Nabatchi, 2012).

Ansell Gash's Collaborative Governance (2007) consists of four elements, consisting of three elements that impact collaboration as well as a collaborative process consisting of five interconnected activities (Ansell & Gash, 2008). Starting Condition, The initial condition that is defined is the initial condition of stakeholders before collaborating. The initial conditions may support collaboration, or even hinder the collaboration process itself. Institutional Design refers to protocols or basic rules in collaborating. The third element is facilitative leadership which is a leadership style and the ability of the leader to move the actors.

The previous three elements are factors that affect the creation of collaborative governance, while the fourth element is the collaborative process itself. Collaboration process into five indicators, which are as follows (Ansell & Gash, 2008).

a) Face-to-Face Dialogue Collaboration is built with face-to-face dialogue between actors. Because collaboration itself is consensus-oriented, thick communication or face to face dialogue is needed to identify and achieve common goals. This stage is more than just negotiation, it is because in this process there is a fusion of problems in communication. Later, this will affect trust, level of attention, common understanding, and commitment to the collaborative process itself.
b) Trust Building Building trust between actors is not a different phase from the first phase of face-to-face dialogue. However, a good leader can definitely understand the importance of trust between actors before the actors manipulate the situation. Especially if there is a history that is not harmonious between one actor and another, then building trust between actors becomes a determining factor in collaboration.
c) Commitment to the Process Commitment is closely related to the success of the collaboration, it is the commitment that influences the motivation to participate in the collaboration. It is said that sometimes, stakeholders participate because they have their own interests. Such as so that their interests are not ignored, secure positions, or obey the law. In this case, stakeholders should have a commitment to the same process, namely negotiating is the best way to get the policies that are mutually desired.
d) Shared Understanding The next phase is shared understanding. Along with the ongoing collaboration, stakeholders must also develop the same perception. The meaning of shared understanding here is the same mission, the same goals, the clarity of the goals, and the same ideology.
e) Intermediate Outcomes Another phase in the collaboration process is intermediate outcomes. Collaboration can occur if the purpose of the collaboration is reachable, the benefits that will be obtained by collaborating are clear, and there are small wins or small victories. The small wins that occur can be said to be a sign of the success of the collaboration and also feedback so that the collaboration becomes better. With

small wins, of course stakeholders will feel that the collaboration carried out provides benefits.

According to George C. Edward III, the success of a public policy is not only determined by how it is made, but also by how it is implemented in the field. If the implementation is not going well, then policy goals are difficult to achieve. George Edward III explained that there are four main factors that affect the success of policy implementation, namely communication, resources, disposition, and organizational structure.

Communication is related to how information about policies is conveyed to implementers and to the public. Information must be conveyed clearly, consistently, and easily understood so that there are no misunderstandings in the implementation of policies. In addition, communication must also use the right channels, both through meetings, official documents, and direct coordination between policy implementers.

Resources are an important factor that supports policy implementation. The resources in question include human resources with adequate abilities and skills, the availability of budgets, supporting facilities or facilities, and the necessary information or data. Without sufficient resources, it will be difficult to implement policies properly.

Disposition is related to the attitude and commitment of policy implementers. Policies will be easier to implement if the implementer has a positive attitude, supports policies, and has a strong commitment. On the other hand, if the implementer does not have the will or motivation to implement the policy, then the implementation of the policy can be hampered.

The success of policy implementation is also influenced by the organizational structure. A clear structure will help the division of duties and responsibilities between policy implementers. In addition, for effective policy implementation, clear work procedures and good coordination between agencies are essential.

The Concept of Structural Poverty According to George C. Edward III

According to George C. Edward III, structural poverty can be understood as a condition of poverty that is influenced by policy structures and government systems that do not run effectively in meeting the needs of society. From a public policy perspective, Edward III emphasized that failure to implement policies is often the cause of suboptimal poverty alleviation programs so that poverty persists in society.

3. Research Methods

This study uses the literature review method as the main approach to analyze the role of local governments and cooperation from various parties in reducing structural poverty through the implementation of the Sustainable Development Goals (SDGs) in Sidoarjo Regency. This approach was chosen because this research focuses on policy analysis, theoretical concepts, and secondary data related to poverty alleviation programs at the regional level.

The type of research used is descriptive qualitative research, which aims to describe and explain social phenomena in a systematic way, based on existing data and information. A qualitative approach is used to understand how poverty alleviation policies are implemented and the role of various parties in supporting the achievement of the first goal of the SDGs, which is zero poverty.

The data source in this study comes from secondary data obtained through various official documents and scientific literature. The data includes reports from the Central Statistics Agency (BPS), regional development planning documents such as the Regional Medium-Term Development Plan (RPJMD) of Sidoarjo Regency, reports on the work of local governments, academic journal articles, books, as well as various policy documents related to poverty alleviation programs and the implementation of the Sustainable Development Goals (SDGs) in Indonesia.

Data collection is carried out through documentation studies, namely by reviewing various documents, reports, and scientific

publications relevant to the research topic. This study aims to obtain information about the poverty situation in Sidoarjo Regency, policies implemented by local governments in an effort to overcome poverty, as well as forms of cooperation between the government, the private sector, academics, and the community in supporting the achievement of sustainable development goals.

Furthermore, in this study, the data analysis technique used is descriptive qualitative analysis. The analysis is carried out by identifying, classifying, and interpreting various information obtained from literature and policy documents. The process of analyzing data is carried out in several steps, namely reducing data, displaying data, and drawing conclusions. In this way, it is hoped that a complete picture can be obtained of how poverty alleviation policies are implemented, as well as the extent to which cooperation between sectors plays a role in helping to achieve sustainable development goals at the regional level.

4. Results and Discussion

4.1 Multi-Stakeholder Collaboration in Poverty Alleviation

In overcoming poverty, the government cannot work alone. There is a need for cooperation with various parties such as the private sector, academics, and the community. This is in line with the importance of cross-sectoral cooperation (Bryson et al., 2015; Emerson et al., 2012). In addition, emphasized that cross-actor collaboration is able to increase the effectiveness of poverty alleviation programs in the regions.

Good collaboration is usually characterized by several things. First, there is direct communication between parties (face-to-face dialogue), for example through meetings or coordination forums (Ansell & Gash, 2008). Second, there is trust building between the parties involved. In addition, a joint commitment to the process and shared understanding are also needed.

From this process, initial results or small progress (intermediate outcomes) will usually emerge, such as increased access to services or the development of community businesses. This is also supported by previous studied who stated that multi-stakeholder involvement can expand the reach of sustainable development programs at the regional level (Rahmawati et al., 2021).

4.2 The Effectiveness of Policy Implementation in Reducing Structural Poverty

In general, the policies carried out by local governments have shown results, as can be seen from the decrease in the poverty rate. However, the effectiveness of this policy cannot be said to be maximum. A reduction in poverty does not necessarily mean that all problems are solved. There are still people who live in very vulnerable conditions. This suggests that structural poverty is still not completely resolved (Chambers, 1983).

Moreover, based on the policy implementation perspective of George C. Edward III, policy success is influenced by communication factors, resources, disposition, and bureaucratic structure. If these factors do not run optimally, then the implementation of the policy will not be effective (Rande & Asmarani, 2025)..

Another problem that is quite important is the lack of community involvement in the decision-making process. In fact, the poor are the ones who understand their own condition the most. This is also in line with the research of the previous studied which states that low public participation can hinder the successful implementation of public policies (Nazmi & Ajidin, 2024). Therefore, in order for policies to be more effective, improvements in coordination, more accurate use of data, and increased public participation in the policy process are needed.

4.3 Optimization of the Regional Poverty Alleviation Coordination Team (TKPKD)

The optimization of the Regional Poverty Alleviation Coordination Team (TKPKD) of Sidoarjo Regency is focused on strengthening cross-sector coordination, poverty data

accuracy, and accelerating empowerment-based poverty alleviation programs. As a cross-stakeholder forum, TKPKD plays a crucial role in harmonizing poverty alleviation policies at the regional level (Alfisyahrin, 2021).

a) Improved Data Accuracy (Targeting)

TKPKD Sidoarjo focuses on regularly updating poverty data to ensure that assistance and empowerment programs are on target (based on P3KE/DTKS data).

b) Priority-Based Regional Interventions

TKPKD plays a role in mapping and determining priorities for intervention in poverty areas in Sidoarjo Regency so that resource allocation is more effective.

c) Strengthening Cross-Sector Synergy

Optimization is carried out by uniting programs from various Regional Apparatus Organizations (OPD) so that they do not overlap, and involving the private sector through CSR (Corporate Social Responsibility) for poverty alleviation.

d) Focus on MSME Empowerment

One of the main strategies is to link poverty alleviation programs with the strengthening of MSMEs, which is crucial for industrial areas such as Sidoarjo.

e) Integrated Service Innovation

Improve integrated services, such as the "Delta Beraksi" Integrated Service and Referral System (SLRT), to facilitate poor people's access to various social security programs.

Table 1. Comparison of Poverty Indicators in Sidoarjo Regency in 2023–2024

Yes	Indicator	Year 2023	Year 2024	Changes
1	Percentage of Poor Population	5,00%	4,53%	Down 0.47 points
2	Total Poor Population	119.15 thousand inhabitants	109.39 thousand inhabitants	Down 9.76 thousand people
3	Poverty Line	IDR571,696	IDR597.284	Up IDR 25,588 (4.48%)
4	Poverty Depth Index (P1)	0,72	0,64	Down 0.08 points
5	Poverty Severity Index (P2)	0,16	0,18	Up 0.02 points

Source: Processed from data from the Sidoarjo Regency Government and the Central Statistics Agency (BPS) of Sidoarjo Regency, 2024.

Based on Table 1, the poverty rate in Sidoarjo Regency in 2024 shows a positive development compared to 2023. The percentage of the poor population decreased from 5.00 percent to 4.53 percent or decreased by 0.47 percentage points. This decrease is in line with the reduction in the number of poor people from 119.15 thousand people to 109.39 thousand people, which means that there is a decrease of 9.76 thousand people. This condition shows the improvement of community welfare and the effectiveness of poverty alleviation programs run by local governments.

In terms of the depth of poverty, the Depth of Poverty Index (P1) fell from 0.72 to 0.64. This shows that the average level of expenditure of the poor is getting closer to the poverty line, so that the gap between the expenditure of the poor and the minimum standard of living is getting smaller. This condition can be an indicator that social assistance, economic empowerment programs, and government interventions are starting to have an impact on increasing the purchasing power of the poor.

On the other hand, the Poverty Severity Index (P2) has increased from 0.16 to 0.18. Although the increase is relatively small, this condition indicates that there is still an imbalance in expenditure among poor groups. This means that even though the number of poor people is reduced, some poor people are still in a more vulnerable economic condition than other poor groups.

In addition, the Poverty Line increased from IDR 571,696 to IDR 597,284 per capita per month or an increase of 4.48 percent. This increase shows an increase in the cost of basic needs of the community. However, in the midst of the increase in the poverty line, the number and percentage of the poor population actually decreased, which can be interpreted as a positive achievement in poverty reduction in Sidoarjo Regency. Overall, the data shows a trend of poverty reduction, although there are still challenges in reducing the severity of poverty more evenly.

5. Conclusion

Based on the research findings, the Sidoarjo Regency Government has demonstrated positive achievements in reducing structural poverty, as indicated by the decline in both the percentage and number of poor residents in 2024. This progress suggests that poverty alleviation policies integrated with the Sustainable Development Goals agenda have contributed to improving community welfare. Nevertheless, the reduction in poverty figures does not mean that structural poverty has been fully resolved. The increase in the Poverty Severity Index shows that inequality among poor households persists. Therefore, poverty alleviation should not focus solely on lowering statistical poverty rates, but should also promote equitable access, economic empowerment, employment opportunities, and stronger capacities among vulnerable group.

The study also finds that multi-stakeholder collaboration through collaborative governance is essential for strengthening policy implementation. Cooperation among local government, the private sector, academia, and civil society can expand program coverage, encourage innovation, and improve the sustainability of interventions. Accordingly, the local government should optimize the Regional Poverty Alleviation Coordination Team as an integrated cross-sectoral coordination mechanism, improve the accuracy and regular updating of poverty data, strengthen MSME development and job-skills programs, and expand access to productive economic opportunities for vulnerable communities. These efforts should be supported by clear institutional roles, shared performance indicators, transparent monitoring, and periodic evaluation to ensure that programs remain targeted, inclusive, and sustainable This study is limited by its reliance on secondary data and policy documents, which means that it does not fully capture the experiences of beneficiaries or empirically measure the effectiveness of each program and collaborative actor. Future research should therefore conduct field-based studies involving beneficiaries, government officials, private-sector representatives, academics, and civil society organizations. Quantitative or mixed-method approaches are also recommended to assess program effectiveness, compare stakeholder contributions, and evaluate progress toward sustainable development goals more comprehensively locally.

References

Alfisyahrin, D. (2021). Optimalisasi fungsi Tim Koordinasi Penanggulangan Kemiskinan Daerah (TKPKD) dalam perspektif diskresi kebijakan penanganan kemiskinan Kota Semarang. *Jurnal Media Administrasi*, 3(1), 1–12. https://doi.org/10.56444/jma.v3i1.2720 .

Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, 18(4), 543–571. https://doi.org/10.1093/jopart/mum032

Badan Pusat Statistik Kabupaten Sidoarjo. (2024). Kabupaten Sidoarjo dalam angka 2024. Badan Pusat Statistik. https://sidoarjokab.bps.go.id

Bryson, J. M., Crosby, B. C., & Stone, M. M. (2015). Designing and implementing cross-sector collaborations: Needed and challenging. *Public Administration Review*, 75(5), 647–663. https://doi.org/10.1111/puar.12432.

Chambers, R. (1983). *Rural Development: Putting the Last First. London*: Longman.

Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, 22(1), 1–29. https://doi.org/10.1093/jopart/mur011

Faknan, F. . (2023). Impact Of Agriculture Land Conversion On Walfare Conditions Of Farmers In Pattallassang District Gowa Regency. *Income Journal Of Economics Development*, 3(1), 1–9. https://doi.org/10.54065/ijed.3.1.2023.97

Firdaus, M., Yuliana, L., & Hidayat, R. (2023). Determinants of poverty line dynamics and household welfare in Indonesia. *International Journal of Professional Business Review*, 8(6). https://doi.org/10.26668/businessreview/2023.v8i6.2338

Firdausy, C. M., & Budisetyowati, D. A. (2022). Variables, dimensions, and indicators important to develop the multidimensional poverty line measurement in Indonesia. *Social Indicators Research*, 162(2), 763–802. https://doi.org/10.1007/s11205-021-02859-5

Grootjans, S. J. M., Stijnen, M. M. N., Kroese, M. E. A. L., Ruwaard, D., & Jansen, M. W. J. (2022). Collaborative governance at the start of an integrated community approach: A case study. *BMC Public Health*, 22, Article 1013. https://doi.org/10.1186/s12889-022-13354-y

Haryono, T., Lestari, S., & Nugroho, R. (2021). Local government capacity and poverty reduction strategies in Indonesia: Evidence from regional development policies. *Journal of Asian Public Policy*, 14(3), 367–383. https://doi.org/10.1080/17516234.2020.1865504

Jufry, M. F. (2023). The role of government public relations (Humas Pemerintah) in establishing a positive government reputation at the South Sulawesi Provincial Governor's Office. *Income: Journal of Economics Development*, 3(2), 36–42. https://doi.org/10.54065/ijed.3.2.2023.171

Merdikawati, N., & Al Izzati, R. (2025). Minimum wage policy and poverty in Indonesia. *The World Bank Economic Review*, 39(1), 191–210. https://doi.org/10.1093/wber/lhae022

Nazmi, F., & Ajidin, A. (2024). Implementasi kebijakan penanggulangan kemiskinan di Kota Payakumbuh. *Journal Publicuho*, 7(3), 1007–1018. https://doi.org/10.35817/publicuho.v7i3.468.

Pribadi, D. O., Rustiadi, E., & Panuju, D. R. (2023). Sustainable development goals and poverty reduction strategies in Indonesia: A regional perspective. *Sustainability*, 15(5), 4321. https://doi.org/10.3390/su15054321

Rahmawati, Y., Anugrah, F. F., Hati, E. M., & Roziqin, A. (2021). Kampung Tangguh: Wujud kolaborasi antar-stakeholder dalam merespons pandemi COVID-19. *Journal of Social Development Studies*, 2(1), 39–51. https://doi.org/10.22146/jsds.1020.

Rande, S., & Asmarani, M. (2025). Breaking the chain of violence: A study of policy implementation on child protection in Samarinda City, Indonesia. *Golden Ratio of Law and Social Policy Review*, 4(2), 48–54. https://doi.org/10.52970/grlspr.v4i2.1228.

Sachs, J. D., Lafortune, G., Kroll, C., Fuller, G., & Iablonovski, G. (2022). Sustainable development report 2022: From crisis to sustainable development pathways. *Cambridge University Press*. https://doi.org/10.1017/9781009210058

Salsabila, S. (2026). Beyond poverty reduction: Rethinking inequality and institutional justice in Indonesia. *Journal of Social Development Studies*, 7(1). https://doi.org/10.22146/jsds.26003

Susanto, D., & Wulandari, T. S. (2021). Multidimensional poverty: Identification of deprivation characteristics of Papua's population poverty in 2020. *The Indonesian Journal of Planning and Development*, 6(2), 56–66. https://doi.org/10.14710/ijpd.6.2.56-66

.