



# Collaborative Governance in Poverty Alleviation Pilot Project in Ngawi Regency

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**Abstract.** This study aims to determine the application of the concept of collaborative governance in alleviating poverty in Ngawi Regency through the self-sufficient village pilot project program. The type of research used is qualitative research, by the means of collecting data through literature review. The results showed that the prominent program of the Ngawi Regency government in poverty alleviation was a self-sufficient village pilot project. However, in its implementation, this program is still very much centered on the local government and has not involved any other parties. This condition can be observed from the unfulfilled stages in the process of forming collaborative governance which consist of initial conditions, facilitative leadership, institutional design, and collaboration processes. The self-sufficient village pilot project will be more effective if in its implementation, the principles of collaborative governance are applied which emphasize more on voluntary cooperation between various interrelated parties. In implementing the concept of collaborative governance in the pilot project of independent villages, is adjusted to several indicators of collaborative governance, namely Type network structure, Commitment to a common purpose, Trust among participants, Governance, Access to authority, Distributive accountability/Responsibility, Information sharing, and Access to resources.

**Keywords:** Collaborative Governance · Pilot Project · Poverty

## 1 Introduction

The problem of poverty is a major issue in the ongoing development and growth of the nation. Therefore, in the development process, a country focuses on the efforts to reduce and even eliminate the level of poverty, social inequality and unemployment [1]. Poverty is a complex public issue that is multidimensional and interrelated [2]. Basically, poverty is the result of the unfulfilment of the basic rights of the community, which include food needs, housing needs, education, vacancy, as well as a sense of security from treatment or threats of violence and the right to participate in socio-political life.

Poverty turns to be a common issue that occurs in every region in Indonesia. Poverty is also an important issue in the development of Ngawi regency, East Java. Based on data from the Central Statistics Agency, from 2018 to 2021 the poverty rate in Ngawi regency

tends to increase to 130.81 thousand people, with the percentage of poverty being above 15%. The percentage of the poverty rate is above the national percentage which is at 9.7%, this crowns Ngawi Regency as the Regency with the 6<sup>th</sup> highest poverty rate in East Java Province.

The Ngawi Regency government has made efforts to cope with poverty by the means of reducing the poverty rate or the number of poor people by carrying out various programs. However, the efforts that have been made have not been able to reduce the poverty rate which is actually increasing. In 2021 the Ngawi Regency government carry out a pilot project for self-sufficient villages in several villages that are considered the highest poverty base in Ngawi regency as an effort to alleviate poverty. However, in its implementation, the self-sufficient village pilot project still relies on one party only and has not implemented collaborative governance effectively. Poverty alleviation programs that only rely on one party make it difficult to overcome the problem of poverty, this is because poverty is a multidimensional problem, so that it requires intensive cares by many parties involved in the handling process.

Therefore, in poverty alleviation, a system of partnership, coordination and collaboration between the government and other relevant agencies is required, in a collaborative governance system. This study aims to determine the application of collaborative governance in poverty alleviation in Ngawi Regency through the self-sufficient village pilot project.

## 2 Literature Review

### 2.1 Poverty

Poverty can be defined as a situation of lack of individual annual income in an area to meet the minimum standard of expenditure required to meet the life necessities in that area. A person can be said to be poor or living in poverty if his income or access to goods and services is relatively low compared to the average for other people in the regional economy. In addition, poverty can be interpreted as a condition of lack of material, low income, and the unfulfillment of social demand [3].

Furthermore, an understanding related to the definition of poverty is explicated in more detail as a condition where a person or group of people, men and women are unable to fulfill their basic rights to maintain and develop a dignified life. These basic rights include: (1) the fulfillment of the needs for food, health, education, employment, housing, clean water, land, natural resources and the environment, (2) a sense of security from treatment or threats of violence, and (3) the right to participate in socio-political life [4].

A person can be said to be poor or living in poverty if his income or access to goods and services is relatively low compared to the average for other people in the regional economy. Low income makes it difficult for people to get an adequate standard of living, this condition can also result in them being excluded from the standards of the surrounding community or population [5]. In absolute terms, a person is declared poor if his income level or standard of living is absolutely below the subsistence level or in more general terms, below the poverty line [6]. Poverty Line (*GK*) is the minimum expenditure per capita per month, to meet the minimum food and non-food needs [7].

Broadly speaking, poverty can be interpreted as a state, which is lacking of public access to resources, resulting in the inability of the community to meet basic needs in life. This condition is also exacerbated by a social environment that cannot provide a sense of security in the community in daily basis. The inability of the community to meet their daily needs can affect public health. Poverty can emit bad effects such as stress and weaken one's physical health [8, 9].

Therefore, problems related to poverty in an area must immediately receive special attention, in order to minimize or even alleviate people from poverty conditions. But the problem of poverty alleviation is not an easy thing to cope with. Poverty is a multidimensional phenomenon which can be defined, and measured in many ways. In many cases, poverty has been measured in terms of welfare related to the economy, such as income and consumption [10]. This means that someone is said to be poor if what he earned is below the minimum level of welfare that has been agreed upon. Poverty is a problem that arises as a result of low income, but it is not the only source, there are many factors that cause poverty issues, in other words, poverty can be said to be a complex issue.

## 2.2 Collaborative Governance

Collaborative or Collaboration in the study of public administration can be seen from several scientific perspectives. Sociologically, collaboration can be interpreted as a relationship between organizations. In the perspective of public administration, it can be interpreted as a relationship between governments, from the point of view of business management, it can be interpreted as a strategic alliance, while in public management it can be defined as a multi-network organization [11]. Being viewed from the four perspectives, there are different understandings related to collaboration, but in general they have the same meaning, namely explaining interactions and cross-organizational relationships.

Governance in short can be interpreted as organization related to government and authority in the policy-making process which will then involve the state (government), private sector, and civil society in making and implementing policies [11]. In addition, governance also has a meaning as a mechanism for managing economic and social resources that involves the influence of the state and government sectors in a collective activity. Governance is also defined as the practice of administering power and authority by the government in the management of government affairs in general and economic development in particular [12].

Collaborative governance is defined as a form of government regulation involving various public institutions directly, either from the state institutions or other institutions in a formal collective decision-making process. Collaborative governance system is oriented to consensus and deliberative (colloquy) which aims to implement public policy or public management [13]. Word-by-word, collaborative governance can be interpreted as an active collaboration between various parties in decision making and also in the implementation of these decisions.

In addition, other notions explain that collaborative governance is a process and structure of public policy and decision-making management that involves various parties constructively, which includes public, government, private and community institutions to carry out public interests that cannot be achieved if only executed by just one party

[14]. The main focus of the implementation of Collaborative Governance is the process and quality of interactions that occur in certain forums. The quality and process of interaction will greatly affect the results of the collaboration carried out [15]. Therefore, in carrying out the collaboration, each party must have a formal bonding and a strong commitment to what was agreed upon the initial agreement. The tasks are fully entrusted to each party while maintaining coordination in planning and implementing programs that concern the public interest. Collaborative governance has been applied to deal with complex issues for instance environmental management, security and any other issues [10].

Furthermore, the most essential part in collaborative governance is the collaboration process itself. The collaborative process will rely heavily on iterative cycles of face-to-face dialogue, trust building, commitment to the process, shared understanding, and shared outcomes. The well-running of the cycle is also strongly influenced by factors such as a history of previous conflicts, power imbalances, and incentives for the participants [13].

In general, the researchers formulate that collaborative governance is a way of managing multi-partner government involving various stakeholders, either directly or indirectly, is consensus-oriented, and takes place in the collective decision-making process of deliberation.

### 3 Research Method

The type of research used is case study research, with data collection through literature review. Literature review is a research method to identify, evaluate and interpret research results related to certain research questions, topics, or phenomena of concern [16].

The data used to support this research is secondary data. Secondary data is data obtained through official documents in the form of data from *BPS* (Central Bureau of Statistics) East Java and Ngawi Regency for the period 2018 to 2021. This research adopts descriptive qualitative system in the writing to describe the findings and discussions carried out.

## 4 Discussion

### 4.1 Ngawi Regency's Poverty Condition

Ngawi Regency is one of the regencies located in East Java Province. Based on its geographical position, Ngawi Regency has borders with Grobogan Regency, Blora Regency and Bojonegoro Regency in the north; Madiun Regency and Magetan Regency in the south; Karanganyar Regency and Sragen Regency in the west; and Madiun Regency in the east. Ngawi Regency has an area of 1,295.98 km<sup>2</sup>, most of the area is 504.8 km<sup>2</sup> or approximately 39% in the form of rice fields (agriculture), so that the economy of Ngawi Regency is still dominated by the agricultural sector. In 2018, the majority of the population aged 15 years and over worked in the agriculture, forestry, hunting and fisheries sectors as many as 252 403 consisting of men (144,923) and women (107,480) [17].

**Table 1.** Ngawi regency poverty data

No	Year	Population
1	2018	123,09 thousand
2	2019	119,43 thousand
3	2020	128,19 thousand
4	2021	130,81 thousand

Source: BPS East Java Province

According to data from the Central Statistics Agency by the year 2021, Ngawi Regency is included in an area with a high poverty rate. Ngawi Regency is in the 6<sup>th</sup> highest rank of all regencies in East Java Province. The following is data on poverty rates in Ngawi Regency [18] (Table 1):

Based on the data above, it can be seen that starting from 2019 to 2021 the poverty rate in Ngawi Regency continues to increase. This condition can be influenced by various factors, especially the biggest factor at this time is the crisis due to the Covid-19 pandemic which has resulted in many people losing their income [19]. By this condition, the Ngawi Regency government has made various efforts in coping with the high poverty rate.

#### 4.2 The Pilot Project for the Self-sufficient Village of Ngawi Regency

The Ngawi Regency Government places the problem of handling poverty alleviation on a priority scale. One of the government's efforts in coping with a high poverty rate is to started by empowering the lowest level, namely through a self-sufficient pilot project in 2021. The self-sufficient village pilot project is a form of follow-up to a survey conducted by the Village Government regarding the condition of the village economy. This program is a form of pilot project in an effort to reduce poverty at the village level, which will then be developed and implemented in all villages.

Self-sufficient village *Pilot project* is aimed at providing appropriate solutions or treatments for economic problems faced by rural communities. In addition, this program is not only limited to partially solving problems, such as reducing the burden of living and routine expenses, but can also provide motivation and encouragement to the community to be able to have good economic activities so that they can realize their independence [20]. Concretely, at the initial stage in 2021 this program was carried out in several villages, one of which was Kuniran village, Sine District. The initial program was carried out in the form of house renovation which was carried out in mutual cooperation with the surrounding community.

#### 4.3 Collaborative Governance in the Self-sufficient Village Pilot Project

The seriousness of the Ngawi regency government in poverty alleviation through a self-sufficient village pilot project is also reflected in the increase in the village fund budget which was originally planned to be Rp. 198.569 billion, which has increased by Rp. 4.672 billion to Rp. 203.269 billion in 2022. In this case, the Ngawi Regency government is

trying to further develop independent village pilot project which has been started since the end of year 2021.

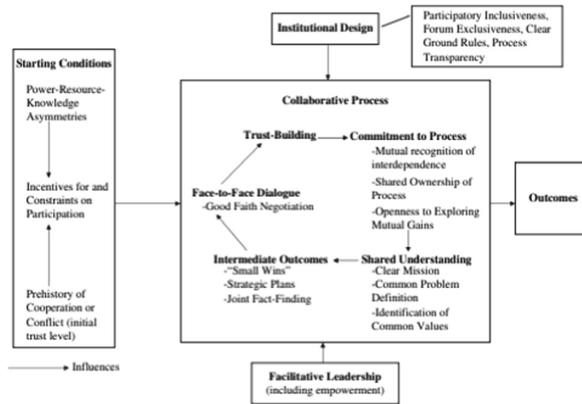
Based on the developmental point of view, the implementation of a self-sufficient village pilot project in Ngawi Regency is a form of development and empowerment of rural communities. In the development of rural communities, theoretically it can be categorized into three kinds of development approaches carried out by planners, namely mobilization, participatory, and acculturation [21]. This approach illustrates that in village development and empowerment, stakeholders are required to be able to move or mobilize the community's economy. Then the participation of the community and other parties is also very much required in empowerment, and must be able to unite old habits with new habits without having to force it.

In addition, empowerment can be defined in two senses, namely: (1) to give power or authority to or to give power, transfer power, or delegate authority to other parties; (2) to give ability to or to enable or an effort to give ability or empowerment. Explicitly in the second sense implies how to create opportunities to actualize one's empowerment [22]. Broadly speaking, community empowerment is a learning process by and for the community in achieving independence in managing their affairs in the community both in economic, social and cultural matters.

Based on data from the *BPS* (Central Bureau of Statistics) in 2021, Ngawi Regency undergone an increase in poverty rate from 128.19 thousand people in 2020 to 130.81 thousand people in 2021. The increasing poverty rate prompted the Ngawi Regency government to implement poverty alleviation programs through self-sufficient village pilot project. However, the self-sufficient village pilot project was only realized at the end of 2021 and will be developed in 2022, so it has had an impact on reducing poverty in Ngawi Regency yet. In addition, in the early stages of program implementation, it only relied on one party, namely the Ngawi Regency Government. The Ngawi Regency Government has not collaborated with other interrelated parties or institutions. This matter can be viewed based on the statement of the vice regent of Ngawi stating that there is a hope for those belongs to the outer circle of the government to fulfill the role and position [20]. On the other hand, the problem of poverty is a complex and multidimensional problem. So it is difficult to carry out poverty alleviation if one only relies on one party or institution, which in this case is the Ngawi regency government.

Poverty alleviation efforts through self-sufficient village pilot projects should involve non-governmental institutions related to the economic sector to participate and play an active role. On the other hand, the involvement of other parties or institutions in poverty alleviation must also be formulated with a mature system, so that in its implementation it can run as desired and does not seem overlapping. Therefore, the self-sufficient village pilot project which will be continued in 2022 should apply the concept of collaborative governance in its implementation.

Collaborative governance more emphasis on voluntary cooperation between various interrelated parties so that the self-sufficient village pilot project runs more effectively and can provide positive results. In starting the implementation of Collaborative Governance according to Ansell and Gash [13], consists of several stages, namely (Fig. 1):



**Fig. 1.** Stages of application of collaborative governance [13]

### 1. Starting condition

At the initial stage, in the relationship between stakeholders, there has not been a merger, each actor has a different background that can produce an asymmetrical relationship in the relationship that is carried out. At this stage, there has not been a relationship between the government and other parties, such as the private sector and volunteers in carrying out pilot projects for poverty alleviation. The relationship has not yet been established due to differences in the resources and authority of each party.

### 2. Facilitative leadership

Ansell and Gash identify the three components of effective collaborative leadership, namely adequate management of the collaboration process, managing the ability to exercise technical credibility, and ensuring that the collaboration is empowered to make credible and convincing decisions for all actors. The Ngawi Regency Government has shown its seriousness in poverty alleviation efforts through a self-sufficient village pilot project, but effective collaborative leadership has yet to be seen because it still relies on one party.

### 3. Institutional design

Ansell and Gash describe that Institutional Design refers to basic protocols and ground rules for collaboration. Poverty alleviation through the Pilot Project does not yet have a reference rule, while the reference and protocol is Circular Letter (*Surat Edaran*) No. 065/21.02/404.113/2022 Regarding the Acceleration of Poverty Handling through the “*Berkat Warung*” program issued by the Regent of Ngawi. However, the Circular Letter does not regulate in detail the collaboration between the government and other parties outside the government. The Circular Letter is aimed at the Civil Servants (*ASN*), government apparatus, Indonesian Military Officers (*TNI*) and the Indonesian National Police (*Polri*) to be the drivers of poverty alleviation programs, but does not explain in detail the duties of each of these actors.

#### 4. Collaborative Process

The collaborative process model develops collaboration as a staged development. There are three stages of the collaboration process, including problem setting (determination of problems), Direction Setting (setting goals), and implementation. Looking at the previous stages of collaboration in poverty alleviation in Ngawi district, it has not gone well, this condition also shows that there has been no real implementation of the form of collaboration that has been carried out. Although basically parties outside the government have also understood the problems faced, each party is still running self-sufficiently with their respective authorities.

Based on the concept of the stages of collaborative governance, it can be concluded that in implementing the pilot project self-sufficient villages as an effort to reduce poverty in Ngawi Regency have not implemented collaborative governance effectively so that it is only focused on one party, which in this case is the Ngawi Regency government.

An effective collaborative governance process should implement these stages. In addition, to implement Collaborative Governance in the poverty alleviation pilot project, stakeholders must pay attention to several indicators, including; [23].

##### 1. Type network structure

The implementation of collaborative governance must be supported by a more horizontal network structure without hierarchy and domination from one party only. So that all parties have the same rights, obligations, responsibilities, authorities and opportunities to access the achievement of goals. This means that in implementing the self-sufficient village pilot project, the government must provide flexibility to the institutions and parties involved without any emphasis and focus. It is intended that institutions and parties who are members of the pilot project have the authority to act according to their proportions and within the same framework.

##### 2. Commitment to common purposes

Commitment is the key to a successful collaboration process. Commitment in collaborative governance is aimed at the success of common interests through the search for joint solutions, on the other hand, the commitment that has been made must also be fair and without leaning towards one party. This means that every party or institution involved and collaborating in a self-sufficient village pilot project must have a commitment to the goals that have been set together. This commitment is of course to eradicate poverty in Ngawi district. Each party involved must hold fast to the commitment, because if one party releases the commitment, there will be inequality and it will not work to achieve the common goals.

##### 3. Trust among participants

Trust among participants can be interpreted as the level of trust between stakeholders. Trust is the initial capital for the implementation of cooperation, the higher the level of trust from each party, the better the cooperation. Therefore, in the implementation of a self-sufficient village project, trust is needed between each of the parties involved, trust between each other is a form of professional relationship that is built to achieve success. In this case, the government must also give full trust to other parties involved in poverty alleviation programs. So that with the trust given by each party, they will be able to work freely in achieving the common goals.

#### 4. Governance

In the application of collaboration, there must be a clear and structured governance. Good governance will make it easier for the parties involved to work, this is because the implementation of good governance will provide a clear portion and no overlapping of authorities. Therefore, in the pilot project for self-sufficient villages, there must also be a clear arrangement of who is involved and what their duties are. In addition, there must also be rules that are mutually agreed upon between the government and other parties or institutions involved.

#### 5. Access to authority

Every party involved in collaborative governance must have equal access to resources and authority. In implementing the self-sufficient village pilot project, there must be flexibility in accessing authority and not relying on one party alone. But on the other hand, there must also be rules that are mutually agreed upon between the government and other parties or institutions involved to carry out their duties in accordance with their authority.

#### 6. Distributive accountability/responsibility

In the collaborative governance process there are various parties involved, to make it easier in carrying out the common goals, a clear division of tasks and responsibilities is needed. Generally, a clear division of responsibilities can be implemented by establishing a management structure. The implementation of collaborative governance in poverty alleviation efforts in Ngawi district must also have a clear division of responsibilities from all parties involved. So that each bias is more focused on the tasks that must be carried out, but still with the same framework from each party. The division of responsibilities will also make it easier for related parties to make decisions for the implementation of poverty alleviation efforts through self-sufficient village pilot projects.

#### 7. Information sharing

In the collaboration process, it is very essential to have an ease of access in sharing information, but the shared information must be kept private from parties who are not involved in the collaboration. Easy access to information will also have an impact on ease of decision making because it can be easily accessed by anyone involved in the collaboration. So that in the pilot project of self-sufficient villages there must be clear information sharing, and information is easily accessible by all members. The importance of clear and open information is to make it easier for all parties involved in achieving the goals that have been set, namely to eradicate poverty in Ngawi Regency.

#### 8. Access to resources

In line with the ease of access to authority and information, the ease of accessing resources also plays a pivotal role in the success of collaborative governance. Ease of access to resources will have implications for the ease of performance of the parties involved. Access to resources itself can be interpreted as the availability of financial, technical, human and other resources needed to achieve the goals of cooperation. So there must be clarity and availability of resources for each stakeholder involved. This also applies to poverty alleviation through a pilot project program in Ngawi Regency, meaning that all parties who will later be involved in the project must have

equal access to existing resources. Ease of accessing resources will determine the success of collaboration in the program.

## 5 Conclusion

The issue of poverty in Ngawi regency is a strategic issue that must be immediately addressed by the Ngawi Regency Government. One of the poverty alleviation efforts performed by the government in 2021 is to carry out a self-sufficient village pilot project. In implementing the program, the government has not collaborated with non-governmental parties or institutions in its implementation. Poverty is a multidimensional problem, so multidimensional handling is also needed, namely by applying the concept of collaborative governance in poverty alleviation pilot projects.

Collaborative governance gives more emphasis on voluntary cooperation between various interrelated parties so that the self-sufficient village pilot project runs more effectively and can provide positive results. However, in its implementation this program is still very much centered on the local government and has not involved many other parties. This condition can be seen from the unfulfilled stages in the process of forming collaborative governance which consist of the initial conditions, facilitative leadership, institutional design, and collaboration processes. Then, in the application of collaborative governance concept in the pilot project of self-sufficient villages, it is adjusted to several indicators of collaborative governance, namely Type network Structure, Commitment to a Common Purpose, Trust among Participants, Governance, Access to Authority, Distributive accountability/responsibility, Information Sharing, Access to Resources.

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