

## Social capital and network governance in local anti-poverty policy

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**How to Cite This Article:** Kaliky, P.I. & Elsina, T. (2026). Social capital and network governance in local anti-poverty policy. *Jurnal Studi Komunikasi*, 10(1). doi: 10.25139/jsk.v10i1.11445

Received: 30-12-2025, Revision: 14-02-2026, Acceptance: 28-02-2026, Published: 31-03-2026

**Abstract** This study examined the effectiveness of public sector organisational communication in poverty alleviation efforts in West Seram Regency (SBB) through the lenses of Social Capital Theory, Integrated Marketing Communication (IMC), and network governance. Poverty is conceptualised as a multidimensional issue requiring cross-sectoral coordination and multi-actor collaboration. This research employed a qualitative descriptive approach centred on document analysis of the 2025–2029 Regional Poverty Alleviation Plan (RPKD) and relevant scholarly sources. The findings indicate that communication effectiveness is shaped by levels of trust and inter-actor networks (social capital), the consistency and integration of cross-agency messaging (IMC), and the capacity for horizontal and vertical coordination within a network governance framework. Sectoral and administrative communication patterns tend to produce fragmented programmes and policy overlap. Therefore, strengthening collaborative and participatory communication mechanisms is essential to achieving more integrated, effective, and sustainable poverty governance in West Seram Regency.

**Keywords:** development communication; participatory communication; public sector organisational communication; social capital; network governance

### INTRODUCTION

Poverty is a multidimensional problem that requires comprehensive and collaborative mitigation strategies, emphasising the importance of synergy among government sectors, the private sector, and civil society in achieving sustainable development goals. Poverty is a social phenomenon that occurs worldwide, affecting both developing and developed countries. Fundamentally, this phenomenon has become a humanitarian issue, as highlighted in global initiatives such as the World Summit for Social Development in Copenhagen (Wieland, 2009). To address this social phenomenon, immediate action is urgently required and has become a priority on the global agenda. Currently, many countries around the world are undertaking significant efforts to alleviate poverty on a global scale. In previous periods, more than 20% of the world's population lived in conditions of extreme poverty, making it a serious concern for the international community, given the large number of deaths that occur each year as a result of this issue (Wijekoon et al., 2021). Conceptually, poverty is commonly categorised into two forms: cultural poverty and structural poverty (Jordan, 2004). In brief, cultural poverty is viewed as a consequence of the values and cultural practices embraced within a community (Tahir & Hasan, 2018; Erhard, 2024), while structural poverty focuses on problems embedded within societal structures, including social, economic, and political dimensions (Dasandi, 2014; Brady, 2019; Halkos & Aslanidis, 2023).

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Although they differ in their perspectives on poverty, both approaches are rooted in conditions of social inequality. This condition is also explained by Solanki (2023), who views poverty as an urgent global issue that is not confined by geographical boundaries, cultural backgrounds, or economic conditions, and that exerts wide-ranging impacts on individuals, families, and communities as a whole. This problem is complex in nature and has serious consequences for quality of life, economic development processes, and social cohesion. In general, poverty describes a condition in which individuals or households lack sufficient resources to meet the most basic standards of living. These standards include access to adequate nutrition, clean water, decent housing, education and healthcare services, as well as participation in social and cultural activities. Poverty can manifest in various forms, ranging from absolute poverty, in which individuals struggle to meet basic survival needs, to relative poverty, which refers to the inability to attain the level of well-being considered normal within a given society.

Indonesia is among the countries that continue to face relatively high levels of poverty. This condition is influenced by various factors, including low economic growth and limitations in the health and education sectors. Poverty indicators are not solely measured by income levels or the proportion of people living below the poverty line, but also encompass aspects such as health, education, and equity in access to rights and legal treatment. Economic growth, health, and education have been shown to influence poverty levels in Indonesia by as much as 88.5% (Efendi & Indartono, 2019). Other findings indicate that three key factors, namely individual-level characteristics, employment-related variables, and household-level conditions, significantly contribute to the incidence of working poverty in Indonesia (Faharuddin & Endrawati, 2025). Thus, poverty remains a critical economic issue requiring serious attention, as the level and number of people living in poverty remain substantial (Dang et al., 2025). Evidence shows that 6.7% of households experience chronic poverty (Purwono et al., 2021). To escape poverty, individuals must secure decent and more productive employment in order to increase their income, although the relationship between low-wage employment and poverty is not always direct (Feder & Yu, 2020).

West Seram Regency experiences similar conditions, where poverty constitutes a multidimensional problem that leads to inequality and disparity. As identified in various studies, existing conditions, such as limited access to education and healthcare, inadequate basic infrastructure and facilities, slow infrastructure development, low quality of human resources, geographical constraints, and disaster risks, serve as preconditions that allow poverty to persist and become deeply rooted. With reference to these indicators, it can be concluded that West Seram is experiencing what is termed structural poverty. This situation results in serious consequences, including stagnation in human development, social exclusion, and even conflict and violence (Titaley, 2018a). In structurally disadvantaged regions such as West Seram, the persistence of poverty is not only linked to economic constraints but also to communication failures within governance processes, including weak inter-agency coordination, fragmented information flows, limited public engagement, and the low accessibility of policy messages for vulnerable communities. These communication gaps reduce the effectiveness of development programmes, create policy overlap, and hinder the translation of policy intentions into concrete outcomes, thereby making poverty alleviation efforts less responsive to local realities.

It is precisely in this context that the strategic role of local government becomes crucial in initiating development that produces tangible impacts, not merely in terms of economic growth but also in comprehensive poverty reduction and eradication efforts (Titaley et al., 2018b). One way in which this strategic role can be realised is through effective public sector organisational communication. The importance of such communication for the local government of West Seram Regency in alleviating structural poverty cannot be overstated. Its effectiveness or failure fundamentally determines whether government action becomes a transformative force or merely a series of well-intentioned but ineffective gestures. In regions marked by the structural disadvantages faced by West Seram, communication is not simply a channel for information but the central nervous system of governance. It is the primary mechanism through which abstract policies are translated into tangible action and through which a distant government becomes a responsive and accountable entity for its citizens. Without effective communication, even the most carefully designed programmes falter, as they fail to connect with, engage, or resonate with the very people they are intended to lift out of poverty. Conceptually, public sector

organisational communication is grounded in a fundamental understanding of public organisations as entities within government that play a vital role in achieving societal values and objectives (Rainey, 2012).

Public organisations can also be understood as instruments through which the state pursues its goals by administering public affairs, delivering public services, and improving societal welfare (Singh, 2020; Oktaviane et al., 2023). Recent international scholarship further emphasises that contemporary public organisations function not merely as administrative bodies but as communicative institutions whose legitimacy and effectiveness depend on their ability to engage diverse stakeholders in complex governance environments (Mergel et al., 2020; Andonova, 2025; Dwivedi, 2025). In line with this perspective, public sector organisational communication is defined as an effort to create equality among all development stakeholders, namely government, the private sector, and the community, by encouraging active participation in the development process, not merely as objects but as subjects. Studies on collaborative governance highlight that participatory communication enhances policy responsiveness, trust formation, and collective problem-solving capacity, particularly in addressing complex social issues such as poverty (Haapasaari et al., 2024; Slakmon et al., 2025; Foli et al., 2025). The government, in this context, is positioned as a key actor responsible for ensuring coordination and collaboration across sectors within governance structures internally, as well as promoting transparency and community engagement externally. Research on network governance and whole-of-government approaches shows that effective inter-agency communication is essential for reducing policy fragmentation and improving service integration (Howes et al., 2014; Wang et al., 2023; Wee & Jakoet-Salie, 2025). Moreover, studies on digital-era governance underline that transparency and open communication strengthen accountability and citizen trust, which are critical for successful public service delivery (Lee-geiller, 2024; Wei & Zhang, 2025). Such communicative practices enable development and poverty alleviation programmes to be implemented collectively, while also preventing potential disharmony and sectoral ego. Empirical findings from recent international research demonstrate that coordinated communication across governmental levels and sectors significantly improves policy coherence, reduces duplication of programmes, and enhances outcomes in social welfare interventions (Moure et al., 2021; Hyland-wood et al., 2021). Conversely, weak communication mechanisms often lead to siloed governance, inefficient use of resources, and limited community ownership of development programmes. Therefore, strengthening public sector organisational communication is increasingly recognised as a strategic prerequisite for effective governance and sustainable poverty reduction in complex socio-political contexts.

Findings from studies on poverty in Sumbawa Regency further reveal that weak inter-agency coordination, limited community participation in policy development, and insufficient attention to local contexts and cultural factors have exacerbated poverty conditions. These studies demonstrate that applying principles of the social connection model, such as collective responsibility, forward-looking action, and collaborative governance, can significantly enhance poverty reduction outcomes (Muallidin, 2025). Another study by Cardey et al., (2024), found that the use of traditional communication channels and the involvement of community groups were effective in strengthening infrastructure development projects in remote areas. To address these challenges, this study proposes several strategic measures, including establishing effective coordination mechanisms, ensuring equitable power relations, improving resource allocation and governance, managing conflicts and individual interests, adopting holistic approaches to address the complexity of poverty, and developing effective mechanisms for community participation (Mustari et al., 2024). These discussions underscore the importance of bottom-up communication processes, emphasising the principle of governmental openness. Accordingly, this research is directed at examining in depth how public sector organisational communication can be optimised to address poverty in West Seram Regency. Therefore, this study aims to analyse the effectiveness of public sector organisational communication in poverty alleviation efforts in West Seram Regency (SBB).

## **METHODOLOGY**

This study employs document analysis as a qualitative research method. Organisational and institutional documents have been a staple of qualitative research for many years. It is a systematic procedure for reviewing or evaluating documents. Document analysis requires that

data be examined and interpreted to elicit meaning, gain understanding, and develop empirical knowledge. The analytic procedure entails locating, selecting, appraising, and synthesising data contained in documents. Document analysis is often used in combination with other qualitative research methods as a means of triangulation. The qualitative researcher is expected to draw upon multiple, at least two, sources of evidence. Apart from documents, such sources include interviews, participant or non-participant observation, and physical artefacts (Bowen, 2009).

The primary method of this analysis is a qualitative document study supported by secondary methods such as participatory observation and semi-structured interviews. The document that constitutes the main focus of the analysis is the West Seram Regency Regional Poverty Alleviation Plan. Participatory observation and semi-structured interviews were conducted during the first and second public consultations organised by the West Seram Regency Planning Agency. The author attended both public consultations as an academic in the field of communication science, together with two other academics from the fields of regional and urban planning and development economics. Other invited participants included all Regional Government Organisations (OPD), eleven sub-district heads, several village heads in West Seram Regency, several tourism business actors such as hotel, lodging, and cottage owners, as well as micro, small, and medium enterprises, particularly those engaged in the café and culinary sector. The informant data are presented in Table 1.

**Table 1.** Informant data

<b>Informant group</b>	<b>Number / description</b>	<b>Background / role</b>	<b>Involvement in the Study</b>	<b>Data collection techniques</b>
Academics (researcher and invited Experts)	3 persons	Author (Communication Science), one academic in Urban and Regional Planning, and one in Development Economics	Attended public consultations as expert participants	Participatory observation, discussions, semi-structured interviews
Regional government Organisations (OPD)	Representatives of all local government agencies	Policy makers and implementers of poverty alleviation programs	Main participants in public consultations	Observation, semi-structured interviews
Sub-district Heads	11 persons	Administrative leaders at the sub-district level	Participants in public consultations	Observation, interviews
Village heads	Several village leaders	Local government authorities at the village level and providers of grassroots data	Participants in public consultations	Observation, interviews
Tourism business Actors	Several participants	Owners of hotels, lodging facilities, and cottages	Private-sector stakeholders	Observation, informal interviews
MSME actors	Several participants	Micro, Small, and Medium Enterprises, particularly in café and culinary sectors	Local economic stakeholders	Observation, informal interviews

Source: Author (2026)

According to information from three heads of divisions in the planning agency, the various data and information used as the basis for the preparation of the Regional Poverty Alleviation Plan were collected in stages. First, village heads and their administrative staff gathered the data and information, which were then transferred to the sub-district office and subsequently received by each Regional Government Organisation (OPD). To verify the data and information collected by each OPD, the planning agency also assigned several officers to confirm these data with the village heads. The village heads present at both public consultations stated that the data and information submitted to the sub-district heads and OPDs were derived from the annual village development planning meetings (Musrenbang Desa). These data and information serve as the basis for compiling various regional government programmes, including those aimed at poverty alleviation.

The Regional Poverty Alleviation Plan (RPKD) of West Seram Regency for 2025 - 2029 was purposively selected due to its comprehensive strategic framework, policy directions, cross-sectoral programmes, and coordination mechanisms for regional poverty alleviation. Supporting documents, including relevant laws and regulations, statistical reports from the Central Statistics Agency (BPS), and scholarly journal articles, were also utilised to enrich the analytical context and strengthen the interpretation of findings. To facilitate a systematic analytical process, a

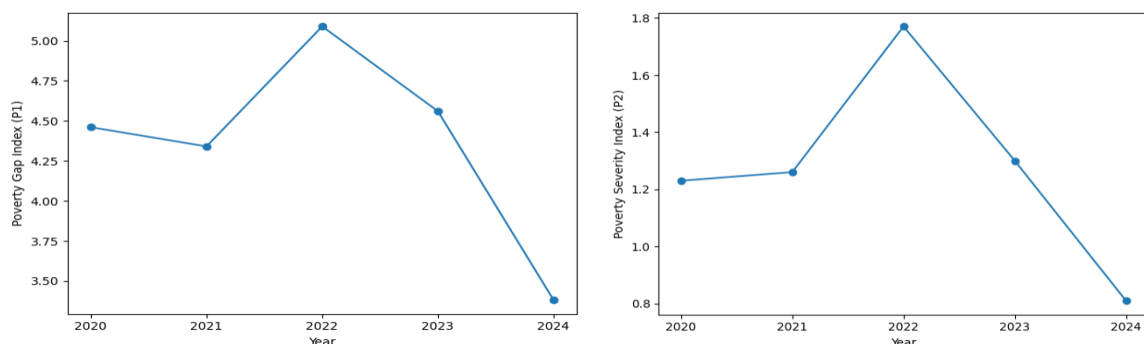
document analysis guide was employed, encompassing several key aspects: (1) forms and patterns of communication among Regional Government Organisations (OPD); (2) coordination mechanisms and cross-sectoral synergy; (3) the level of involvement of civil society and the private sector; (4) structural and non-structural barriers to organisational communication; and (5) communication strategies with the potential to enhance the effectiveness of poverty alleviation efforts. This approach enables the study to generate a comprehensive understanding of the effectiveness of public sector organisational communication in addressing poverty in West Seram Regency.

## RESULTS AND DISCUSSION

### Overview of poverty in West Seram Regency

West Seram Regency faces significant poverty challenges, with 22.31% of its population living below the poverty line in 2024 (RPKD Chapter III). Poverty remains a major strategic issue in regional development, as reflected in the local government's poverty alleviation initiatives. In 2024, the poverty line in the regency was set at IDR 508,517 (SGD 40) per capita per month, an increase from IDR 486,747 (SGD 38) in the previous year. This rise indicates an increase in the minimum income required to meet basic needs, reflecting inflationary pressures or rising prices of essential goods.

The poverty profile in West Seram Regency can be examined from both consumption and non-consumption perspectives. From a consumption-based perspective, the Poverty Gap Index (P1) and the Poverty Severity Index (P2) reveal the extent of expenditure disparities and inequality among the poor population.



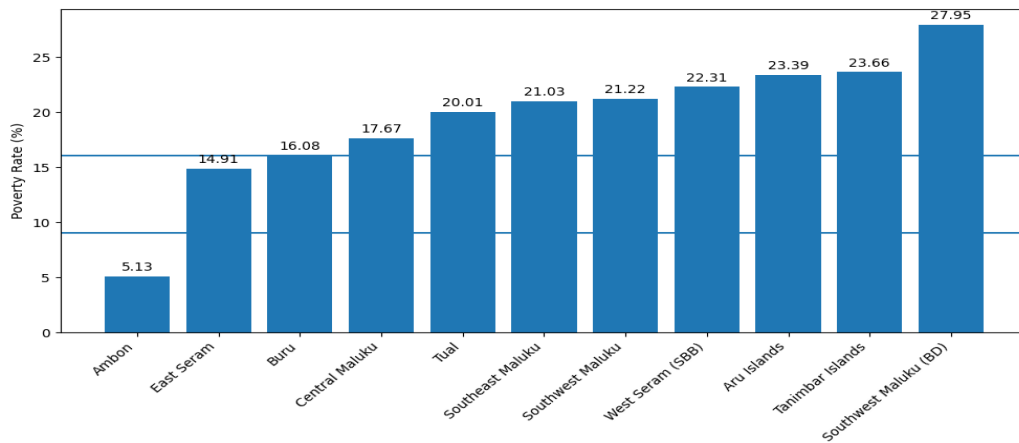
**Figure 1.** Poverty profile in West Seram Regency  
Source: RPKD of West Seram Regency (2024)

The P1 and P2 indicators in West Seram Regency show a significant decline. In 2024, the P1 index decreased to 3.38 from its previous level of 4.56, while the P2 index declined to 0.81 from 1.30. The reduction in both P1 and P2 indicates a positive trend in improving the economic conditions of the poor. A decline in P1 suggests that the average expenditure of poor households is moving closer to the poverty line, thereby narrowing the income gap among the poor. Meanwhile, the decrease in P2 reflects a reduction in expenditure inequality within the poor population. In this context, poverty is not only understood as an absolute condition but also as a relative phenomenon related to social inequality and disparities in income distribution. High levels of expenditure inequality indicate significant disparities among groups with different levels of welfare. On the other hand, during the period from 2020 to 2024, the economic growth rate of West Seram Regency exhibited a fluctuating trend. Beginning at 0.17% in 2020 due to the impact of the COVID-19 pandemic, economic growth gradually recovered and increased between 2021 and 2023 to 3.40%, before reaching 5.62% in 2024.

Meanwhile, several non-consumption dimensions have significantly influenced poverty levels, including employment issues, such as the dominance of the informal sector, the low proportion of formal employment, and fluctuations in the labour force participation rate (LFPR); education-related challenges, including low educational attainment, an average length of schooling that has not yet reached the 12-year compulsory education standard, and relatively high dropout rates; health-related issues, particularly limited access to basic immunisation and a high unmet need for family planning; basic infrastructure challenges, including limited access

to safe drinking water and adequate sanitation; and food security concerns related to the prevalence of stunting and malnutrition. These poverty-related conditions are distributed relatively evenly across West Seram Regency, with three areas showing the highest concentrations of poor populations: Huamual (10,418 people), Huamual Belakang (8,307 people), and West Seram (7,521 people). These regions are characterised by mountains, valleys, and scattered small islands, making physical access very difficult. This geography severely hinders population mobility, the distribution of goods and services, and the delivery of basic public services such as healthcare and education. High transportation costs make essential goods expensive and local products less competitive.

Overall, the poverty rate in West Seram Regency remains relatively high compared with provincial and national averages. Moreover, inequality in expenditure among the poor remains substantial. This situation indicates that poverty alleviation efforts must be intensified and more strongly targeted towards the most vulnerable groups. This condition is further illustrated by data from Statistics Indonesia (BPS) for 2024, which depict the percentage of the poor population in West Seram Regency, as shown in Figure 2.



**Figure 2.** Relative position of the percentage of the poor population in West Seram Regency compared to regencies/cities in Maluku Province and at the national level, 2024  
Source: RPKAD document of West Seram Regency (2024)

Referring to the data above, the percentage of people living in poverty in West Seram Regency stands at 22.31%. This figure places West Seram Regency fourth among the eleven regencies and cities in Maluku Province. Its position is slightly below that of the Aru Islands (23.39%), the Tanimbar Islands (23.66%), and Southwest Maluku (27.95%), which represent the three regions with the highest poverty rates in the province. When compared with the provincial average of 16.05%, the poverty rate in West Seram Regency is higher by 6.26 percentage points. Furthermore, when compared with the national poverty rate of 9.03%, West Seram Regency records a rate that is more than double the national average. These data illustrate the acute vulnerability faced by West Seram Regency in its efforts to address poverty.

At this point, the role of internal organisational communication is critical. Within the structures of local government, effective communication is the linchpin for coherent action. Structural poverty is a multifaceted problem that cuts across the mandates of various agencies, including social services, agriculture, fisheries, infrastructure, and education. Without synchronised internal communication, efforts become fragmented, resources are duplicated or wasted, and policy implementation falters. As emphasised in strategic development literature, strengthening internal communication among government stakeholders is a prerequisite for creating a unified and effective poverty reduction strategy. Such internal alignment ensures that planning, budgeting, and implementation are harmonised, transforming the government into a coordinated force rather than a collection of isolated departments.

### **Public sector organisational communication patterns**

In an increasingly complex and dynamic era, the fundamental principles of communication face significant challenges, as communication is no longer limited to the exchange of symbolic

messages that shape attitudes and behaviours (Wu et al., 2023), but is also expected to generate tangible and rapid impacts, particularly in addressing dynamic social issues such as poverty. In this context, organisational communication becomes highly relevant, implicitly involving processes of message exchange among various structures and elements, both formal and informal, in order to analyse strategic and contextual information about the social environment and to identify, integrate, and determine appropriate goals (Muniruddin et al., 2024). These goals are directly linked to the organisational vision, especially that of government institutions, to create meaningful and measurable developmental change.

In this regard, the government, as a strategic actor, is encouraged to undergo transformation through public sector organisational communication processes. Through these processes, government bureaucrats share information, ideas, attitudes, and perspectives with various communication participants, internally among government officials and externally with the private sector, communities, and non-governmental organisations (Anwar et al., 2022). Within the context of West Seram Regency, three key aspects characterise public sector organisational communication as part of strategic poverty alleviation efforts: inter-agency coordination, civil society engagement, and private sector partnerships. These elements are systematically promoted by emphasising the critical role of local government in stimulating discourse and responding promptly to emerging poverty-related issues.

Coordination among Regional Government Organisations (OPD) constitutes a fundamental prerequisite for implementing poverty alleviation programmes, beginning with their involvement in the formulation of the Regional Poverty Alleviation Plan (RPKD). Such involvement is essential for jointly identifying existing poverty-related issues and proportionally distributing responsibilities across agencies. This approach enables cross-sectoral programmes to be organised within an integrated framework, fostering synergy among development initiatives implemented by local government institutions to address poverty effectively. In practice, this process has led to the establishment of the Regional Poverty Alleviation Coordination Team (TKPKD), which is tasked with coordinating and harmonising the roles of local government agencies in accelerating poverty reduction efforts.

An organisation is a system, a unified whole consisting of parts or subsystems that have interdependent relationships. The components of the system are activities or forces rather than individuals, and these activities are coordinated. The term coordination refers to communication that integrates different activities into a collaborative process, directing that collaboration towards a common goal. It also has hierarchical implications, as the acts of integration and direction can only be carried out by those who hold higher positions within the hierarchical structure. Thus, it can be concluded that the concept of organisation contains five elements of meaning: system, activities, communication (integration and direction), hierarchy, and goals (Lock & Jacobs, 2024; Joseph, 2025). In this context, the TKPKD functions as the communicative element responsible for integration and direction within the public sector organisation of West Seram Regency. An overview of this element is presented in Table 2.

**Table 2.** Public sector organisation element for internal communication task

Program name	Responsible agencies (OPD)	Activities
Local food-based access program	<ul style="list-style-type: none"> <li>● Food Security Agency</li> <li>● Agriculture Agency</li> </ul>	Coordinating the provision and distribution of local food commodities for poor and vulnerable households
Household business assistance program	<ul style="list-style-type: none"> <li>● Cooperative and MSME Agency</li> <li>● Industry Agency</li> </ul>	Coordinating the provision of business equipment support for household enterprises
Adaptive social protection program	<ul style="list-style-type: none"> <li>● Social Affairs Agency</li> <li>● Regional Disaster Management Agency (BPBD)</li> </ul>	Coordinating the distribution of cash and non-cash social assistance to vulnerable groups
Strengthening subsistence and Household enterprises program	<ul style="list-style-type: none"> <li>● Cooperative and MSME Agency</li> <li>● Trade and Industry Agency</li> </ul>	Coordinating efforts to enhance the capacity of subsistence and household-level businesses

Source: RPKD of West Seram Regency (2024)

This overview illustrates the pattern of public sector organisational communication implemented within the Government of West Seram Regency, which is operationally directed towards strategic community development programmes through the consolidation of several

regional agencies into specific initiatives implemented jointly. Such coordination is expected not only to facilitate cooperation, mutual support, and complementarity among organisational units in carrying out specific tasks (Castañer, 2020), but also to enhance the overall effectiveness of programme implementation and poverty alleviation efforts. The structuring of these regional government entities is strongly influenced by local leadership characteristics that enable the formation of a cohesive organisational framework, facilitating directed communication processes both top down and bottom up, and enabling the formulation of constructive ideas to support development (Aidi et al., 2024).

From a theoretical perspective, these processes are referred to as downward communication and upward communication. Both operate hierarchically: downward communication involves the transmission of messages from superiors to subordinates, including work instructions, the urgency of task execution, and policy directives, whereas upward communication functions through the flow of information from subordinates to superiors, encompassing performance reports, feedback, and suggestions for improvement (Sanina et al., 2017). The presence of sectoral coordination involving various government agencies serves as a positive indicator of the potential development of communication networks and collaborative efforts that also engage community groups. Conceptually, this process is known as a public-private partnership, representing a collaborative model between government, the private sector, and society aimed at optimising development agendas in both the short and long term. The involvement of civil society reflects a broader shift in development paradigms, from a production-centred approach that emphasises top-down interventions with limited consideration of community conditions towards a people-centred development model that emphasises partnership, shared responsibility, and balanced roles among government, society, and the private sector (Nugraha et al., 2024).

In practice, community participation is manifested in various poverty alleviation programmes, such as the formation of joint business groups and community empowerment initiatives. However, such involvement often remains limited to the implementation stage and has yet to expand meaningfully into the planning phase. Normatively, community participation is mandated by Law No. 25 of 2004 on the National Development Planning System, which provides a framework for participatory planning processes at the village, district, and regional levels. This framework enables the identification of local issues, the articulation of development proposals, and the formulation of development priorities (Alfarisi, 2024).

This framework underscores the importance of active community engagement in communicating real challenges and constraints, which are then translated into development programmes. At the same time, it highlights the need for openness within government institutions. In the field of communication studies, this process is commonly referred to as Development Communication, an approach that emphasises participatory interaction, positions communities as active subjects rather than passive recipients of development, and promotes collaborative engagement between government and society (Bulamei et al., 2017). Such an approach reinforces the significance of open communication practices and strategic partnerships in fostering a sense of shared ownership and commitment among stakeholders in the development process.

### **Challenges and strategic efforts to enhance the effectiveness of public sector organisational communication**

Developing a consolidated and impactful model of public sector organisational communication is by no means an easy task. Significant inherent challenges hinder the creation of open, flexible, and inclusive communication processes. In the context of West Seram Regency, these challenges manifest in several key aspects. First, there are differences in objectives and priorities among sectors. Each Regional Government Organisation (OPD) has its own specific focus and objectives in addressing poverty, in accordance with its respective mandates and functions. Although all sectors contribute to the overarching goal of poverty alleviation, the emphasis and priority areas tend to vary across agencies. These differences are further detailed in Table 3.

Referring to the data in Table 3, differences can be identified in the categories of programmes and activities implemented by each Regional Government Organisation (OPD). These differences are understood as an inevitable consequence of each OPD's efforts to optimise its priority scale based on established standards and performance targets. On the one

hand, such mechanisms ensure the existence of structured and measurable workflows; on the other hand, they may also hinder the implementation of joint programmes involving multiple sectors, particularly those with broad public impact. In a similar vein, Raipa & Giedraityte, (2014) describe these conditions as barriers to public service delivery, which stem not only from limitations in capacity and skills but also from organisational arrangements encompassing systems, procedures, and methods. These barriers can be minimised by treating communities as active partners rather than passive recipients. The government should move beyond simple information delivery towards strategies that build trust, enable participation, and are sensitive to local realities.

**Table 3.** Mapping of poverty alleviation programs and activities by strategic sector in West Seram Regency

Strategic sector	Program	Activity
Department of Agriculture and Food Security	Food Consumption Diversification Program	<ul style="list-style-type: none"> <li>• Education and promotion of healthy and diverse food consumption</li> <li>• Development of Sustainable Food Home Gardens (P2L)</li> </ul>
Department of Social Affairs	Food security strengthening program through household gardens Expansion of Social Protection Programs for the Poor	<ul style="list-style-type: none"> <li>• Facilitation of social security participation for poor and vulnerable households                             <ul style="list-style-type: none"> <li>• Social assistance and economic empowerment for beneficiary families</li> </ul> </li> </ul>
Department of Health	Socio-Economic Transition Program for Poor Families Stunting and Malnutrition-Free Village Program	<ul style="list-style-type: none"> <li>• Integrated stunting prevention services for families</li> <li>• Improved access to family planning services for women of reproductive age in poor and disadvantaged areas</li> </ul>
Department of Public Works and Spatial Planning (PUPR)	Expansion of Family Planning Services at Household Level Expansion of Access to Clean Water and Sanitation for Poor Households	<ul style="list-style-type: none"> <li>• Improvement of clean water supply and sanitation facilities in poor and remote areas</li> </ul>
Department of Education	Education Assistance Program Education Access Improvement Program	<ul style="list-style-type: none"> <li>• Provision of educational assistance for underprivileged families</li> <li>• Strengthening educational facilities and infrastructure in remote areas</li> </ul>

Source: RPKD of West Seram Regency (2024)

Nevertheless, Regional Government Organisations (OPD) function as subsystems within the broader structure of local governance, thereby underscoring the strategic role of local leadership in actively communicating and consolidating diverse interests, from government agencies to civil society. In this context, communication practices become a central mechanism for coordinating the various activities undertaken by different OPDs within the governmental structure. As explained by Bahand (2025), communication enables organisational members to clearly understand their respective roles, thereby allowing the organisation to function effectively. This process ensures the exchange of information related to facts, data, instructions, and directions among organisational units, while simultaneously fostering trust, collaboration, and inter-organisational networks. Such practices are essential for preventing sectoral fragmentation and mitigating institutional ego, both of which can undermine collective efforts in poverty alleviation.

To address these challenges, effective, targeted, and contextually relevant communication strategies are required within public sector organisations. Communication strategies should not merely focus on information dissemination but should also be oriented towards achieving broader strategic objectives. Referring to Marpaung & Hendytio (2021), there are at least three fundamental reasons underlying the urgency of implementing strategic communication. First, there has been a paradigm shift in organisational communication, particularly in the public sector, from a top-down model that treats communication as a tool of authority and instruction towards a more adaptive and interactive process aligned with dynamic social structures. Second, there is a growing emphasis on equality between message senders and receivers, recognising communication as a two-way process in which feedback and perspectives from recipients are as important as the messages delivered. Third, the rapid advancement of information technology has expanded the scope of communication beyond local boundaries to the global level.

These three fundamental considerations form the preconditions for designing and implementing functional communication strategies within public sector organisations. Through a careful assessment of existing conditions, communication strengthening efforts can be initiated by enhancing communication capacities across strategic sectors, both governmental and civil society, to promote balanced information management and relational engagement. Such capacity-building efforts should be accompanied by strengthened coordination mechanisms, both formal and informal, to create shared platforms for interaction. These initiatives may take the form of integrated forums that serve technical functions in formulating poverty alleviation strategies. In this context, the development of communication platforms becomes particularly relevant, not merely as technological tools but as structured spaces for dialogue, meetings, discussions, and collaborative exchanges that facilitate information sharing, sectoral integration, and continuous data updating. Ultimately, this approach enables poverty discourse to be managed not in a fragmented manner but through a participatory and inclusive public sector communication system. For example, communication mapping can be conducted with village leaders and traditional leaders (*kewang*); regular feedback forums can be organised using local dialogue traditions such as *natarima*, where communities can critique programme implementation and suggest adjustments; clear, empowering, and multidimensional messages can be crafted; and community communication facilitators can be appointed and trained in each village to collect concerns and report them back to government officials.

## CONCLUSION

From the Regional Poverty Alleviation Plan (RPKD) of West Seram Regency for the 2025 to 2029 period, it can be concluded that public sector organisational communication can play a strategic role in supporting the effectiveness of poverty alleviation efforts if the Government of West Seram is able not only to consolidate its internal organisational communication through task force teams but also to improve its external organisational communication in order to reach the communities it serves. In general, the local government has designed a range of cross-sectoral programmes covering food security, social protection, health, education, and basic infrastructure as part of a comprehensive approach to reducing poverty. However, the effectiveness of organisational communication among Regional Government Organisations (OPD) continues to face several challenges, including incomplete coordination, limited programme synchronisation, and potential overlaps in roles and authority. These conditions have led to suboptimal utilisation of resources and less than optimal outcomes in poverty alleviation initiatives. The findings further indicate that organisational communication, which remains largely sectoral and administrative in nature, needs to be strengthened through more collaborative, participatory, and community-oriented approaches involving more diverse community groups such as women, young people, micro, small, and medium enterprises, and non-governmental organisations. Enhancing the effectiveness of public sector organisational communication is therefore a key factor in achieving more effective, sustainable, and equitable poverty governance in West Seram Regency.

Based on these conclusions, this study proposes several recommendations. First, strengthening cross-sectoral coordination mechanisms through structured and continuous communication forums to ensure alignment among poverty alleviation programmes across sectors. Second, improving the quality of organisational communication by emphasising transparency, clarity of roles, and equitable distribution of authority, enabling each government agency to contribute optimally according to its mandate. Third, optimising the management and allocation of resources, including human resources, budgetary allocations, and information, to ensure that poverty alleviation programmes are implemented efficiently and effectively. Fourth, enhancing community participation by establishing two-way communication mechanisms between local government and beneficiary communities, thereby ensuring that policies and programmes are responsive to real needs on the ground.

This study also offers important theoretical implications for the development of public sector organisational communication theory. First, the findings reinforce the view that communication functions not merely as an administrative tool but as a constitutive element of governance that shapes coordination, collaboration, and policy effectiveness. By demonstrating how fragmented communication structures lead to programme overlap and inefficiency, this research supports contemporary perspectives that conceptualise public organisations as

communicative systems embedded in networks of actors rather than as isolated bureaucratic entities. Second, the study extends social capital theory by highlighting the central role of trust, inter-organisational networks, and relational communication in enabling cross-sector collaboration for poverty alleviation. The results indicate that social capital operates not only at the community level but also within governmental institutions, influencing coordination capacity and policy implementation. Third, the findings contribute to the literature on integrated communication in the public sector by illustrating how principles similar to Integrated Marketing Communication (IMC), including consistency of messaging, alignment of strategies, and cross-unit coordination, can enhance policy coherence and reduce fragmentation in development programmes. This suggests that IMC concepts can be adapted beyond the corporate sphere to public governance contexts. Fourth, this study enriches network governance theory by providing empirical evidence that effective poverty governance depends on both horizontal collaboration among agencies and vertical coordination across hierarchical levels. Communication platforms such as TKPKD function as boundary-spanning mechanisms that integrate diverse actors, mediate institutional differences, and align collective action towards shared goals. Overall, the study proposes that effective poverty alleviation governance requires a hybrid communication model that combines hierarchical coordination, participatory engagement, and network-based collaboration. This integrative perspective contributes to advancing theoretical understanding of how communication structures influence the capacity of local governments to address complex social problems in structurally disadvantaged regions.

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