DISHARMONIZATION OF GOVERNANCE OF PUBLIC POLICY IMPLEMENTATION IN POVERTY REDUCTION

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Abstract

Poverty is a global challenge despite various public policies aimed at poverty reduction. Public policy products by the government should be able to overcome the problem of poverty (Cui et al., 2023), but the decline in the number of poor people is not directly proportional, causing the emergence of new social problems. This research aims to reveal disharmony in the implementation of public policies to alleviate poverty. The method uses descriptive qualitative with a case study approach. Research findings show that poverty cannot be solved simply by abundant resources. The efforts made by the government so far have not been able to address the basic problems. This research contributes to proposing a new concept that is adapted to the local government context through the harmonization of poverty reduction policies by harmonizing formal and traditional systems and the involvement of various parties to optimize services (Howes et al., 2021). The conclusions of the study results can be used as reference material for the government to increase the effectiveness of policies in alleviating poverty. The relevance of the findings provides a new offer regarding the implementation of poverty reduction policies based on regional social characteristics.

Keywords: Disharmonization, Implementation, Public Policy, Reduction, Poverty

1. INTRODUCTION

The main focus of public policy in modern countries is public service which prioritizes the country's achievements towards defense and improving the quality of life (Filiztekin & Kent, 2023; Flores-Tapia et al., 2023; Lara-Rubio et al., 2022; Pérez-Morote et al., 2023). Public policy must also be able to accommodate various interests to achieve priorities and urgency in managing more general interests. However, the implementation of policies in social life often leads to disharmony, especially in government policies related to alleviating poverty (Chung et al., 2015; Fazlurrahman, 2019). Effective

enforcement and oversight of institutions play a pivotal role in the interplay between decentralization and regional autonomy actors. The alteration of institutional decentralization and regional autonomy has given rise to a state of uncertainty regarding the allocation of authority between those granting it and those receiving or representing it. This disharmony in institutions frequently hampers the effective implementation of good governance. Furthermore, poverty, being a multifaceted and intricate issue, can give birth to a multitude of other social predicaments, including theft, fraud, abuse, and even homicide. Therefore, reducing poverty requires the presence of the state through policy interventions. In this case, the government is obliged to make policy products that can improve people's welfare so that the state does not only function as an instrument of power but, more than that, as a service tool.

Existing studies on poverty tend to adopt a cultural perspective within a structural context (objective/subjective, macro/micro) (Rein, 2017). The emergence of public policy products implemented by regional apparatus organizations should be able to contribute to reducing the poverty rates (Cui et al., 2023). Poverty is frequently related to the level of education and culture. Additionally, poverty is also related to the state's duty to enhance societal well-being (Ben Mimoun & Raies, 2022). Public policy products are the basis for allocating and mobilizing all resources in regional apparatus organizations to combat poverty. Indonesia is the 14th largest country as well as the largest archipelagic country in the world with a population in 2023 reaching 277,749,853 people. Currently, Indonesia consists of 38 provincial regions. One of them is Gorontalo Province which consists of six regencies and cities with a population of 1,192,737 people. This population is spread across six regencies and cities with the number of poor people in 2023 amounting to 183,71 people. One of the autonomous regions in Gorontalo Province is Gorontalo Regency. This area has a population of 398,801 people, with a poor population of 65,88 people. The problem of poverty is a global issue that continues to be fought in all parts of the world. Several approaches to addressing the problem of poverty have been implemented.

This paper revolves around one argument that the overlapping implementation of poverty reduction policies occurs in a situation that treats poverty as an object within society. The success of each regional administrative body in poverty reduction is gauged by the extent to which policy implementation is effectively realized (Gani et al., 2022). The implementation of overlapping policies is intertwined with coordination/communication, resources, disposition, and bureaucratic structure. Given the complexity of poverty, a policy product must be able to adapt to empirical social situations. Consequently, the disharmony of public policy implementation in poverty reduction covers a broad and multidimensional spectrum. Meanwhile, various poverty reduction policy programs that have been implemented by regional apparatus organizations have not been able to significantly reduce the percentage of poverty. Therefore, the findings presented in this paper propose a fresh approach to implementing poverty reduction policies based on the social characteristics specific to each region.

This paper aims to address the shortcomings of prior studies that overlooked the factors of communication, resources, dispositions, and bureaucratic structures in the implementation of poverty reduction policies. The interplay among these factors has not been comprehensively elaborated within the context of poverty reduction. Consequently, there is a need for an approach that considers a problem as a whole whose implementation and measurement are unbiased and integrated. Therefore, this paper aims to answer three questions:

RQ1: How and why do overlapping policies take place in society?

RQ2: How do they relate to communication factors, resources, dispositions, and bureaucratic structures?

RQ3: What is the comparison between budget realization and poverty reduction in the regions?

By answering these questions, this study offers valuable insights into a novel model for the effective implementation of poverty reduction policies based on social characteristics specific to various regions.

The structure of this article is organized as follows. Section 1 presents the background of the problem. Section 2 reviews the literature on public policy disharmony in poverty reduction. Section 3 analyzes the methodology used to answer the research problem. Section 4 provides findings and discussion of research on disharmonization of public policy on poverty reduction and research novelty. Finally, Section 5 concludes the article.

2. LITERATURE REVIEW

2.1. Disharmony

The definition "disharmony" is inversely proportional to "harmony" which emphasizes mutual respect and respects individual capacities (Carman, 2023). The manifestation of this phenomenon can be found in families, communities, education, work, and policy implementation (Velleman, 1992; Walsh et al., 2020). In the family context, disharmony is one of the main triggers for high divorce rates. The establishment of a strong familial foundation hinges on harmony; thus, when efforts to build this foundation falter due to conflicting thoughts, it often leads to divorce (Rokan et al., 2020). In the education sector, disharmony stems from inconsistencies in the implementation of educational policies which are substantively contradictory and create confusion for the implementers of these policies (Carpay et al., 2013; Fazlurrahman, 2019; Suryadi et al., 2019).

Meanwhile, disharmony in policy implementation can be caused by the disparity between the quality of available resources and the high standards of service expected. This condition creates a dilemma for the public, who are unsure about which policy to adhere to (Wahyudi et al., 2020). This gap should be addressed by aligning the formal and traditional systems and providing a bridge for each party to contribute towards service optimization (Howes et al., 2021). One of the illustrative examples of disharmony in policy implementation can be observed in aggressive tax planning in Greece in the context of tax system reform during the European Union's economic crisis in 2008. Greece was grappling with ongoing and incomplete structural problems of the tax system,

eroding public trust. Consequently, limited resources and gaps led to the emergence of disharmony in the implementation of tax policies (Varotsis & Katerelos, 2020).

2.2. Governance

Governance is defined as a process of exercising political, economic, and administrative authority in managing problems faced by the community or nation by involving all sectors, including the public sector, the private sector, and the third sector, namely civil society. Governance is a system of interaction in which political, economic, and administrative processes are carried out in a democratic, accountable, and participatory manner by involving all actors and stakeholders (Asaduzzaman & Virtanen, 2016; Nimani et al., 2023). According to Kaufmann et al. (2011), governance focuses on three perspectives, namely: 1) the process by which the government of a government is elected, organized, held accountable, monitored, and replaced; 2) the capacity of the government to efficiently manage resources, formulate and implement policies and regulations; 3) public spaces to be able to access services and participate in the implementation of development. In a practical sense, governance is defined as a decision-making process and the process by which decisions are implemented or not implemented (United Nations, 2014). The decision referred to in this case is in the form of public policy. Whether the policy is implemented properly or not, it falls within the scope of the notion of governance. Good governance is defined as a governance system that includes procedures. Good mechanisms and procedures for exercising political, economic, and administrative power based on the principles and measures of accountability, transparency, efficiency, effectiveness, and integrity (United Nations Office of Legal Affairs, 2000).

2.3. Policy implementation

Policy refers to a direction of action determined by individuals or a number of actors consisting of officials, groups, and government agencies that aim to overcome problems or issues (Anderson, 1979; Andriole, 1979). In the policy-making process, the government has two options: centralize policy-making, as advocated by some observers, to generate more accountable, rational, and evidence-based policies, or decentralize evidence-informed policy-making authority to the regions (Bali et al., 2021; Cairney, 2022). However, evidence-informed policy-making is an obstacle for third-world countries as they often lack control. In addition, the translation of evidence into policy-making involves both individual and institutional interventions (Cairney, 2022; Doshmangir et al., 2022), although the success and effectiveness of the implementation are uncertain (Hudson et al., 2019).

The effectiveness of policy implementation can be assessed through the final results of public services (Susilawati et al., 2022). The failure of policy implementation is not a random event but rather an event that is constructed, stated, and debated (Bovens & 't Hart, 2016). It is frequently presented implicitly and explicitly through narratives of mutual blame and prosecution. In fact, according to

Leong and Howlett (2022), this failure can stem from the intentions of policymakers who are actually not oriented toward public services. McConnell (2015) further highlights that policy implementation faces methodological challenges that can lead to failure such as competing goals and evolving political dynamics.

2.4. Poverty reduction

Poverty is the inability of individuals to meet their basic needs (Dvorak, 2015). Gopal et al. (2021) categorize poverty into two types: material poverty consisting of low income and limited access to education and healthcare, and non-material poverty, which includes emotional, psychological, and spiritual poverty. Therefore, poverty is a multidimensional problem that is actually faced by countries worldwide, especially developing countries (Vera-Toscano et al., 2024). In 2015, the United Nations took this poverty issue as one of the 17 Sustainable Development Goals (SDGs) targeted for completion in 2030 (Monteiro et al., 2019). The main objective of reducing poverty globally is to create a world free from hunger, with improved health, prosperity, quality education, gender equality, access to clean water and sanitation, and clean and affordable energy (Monteiro et al., 2019).

In response to this policy, Indonesia has made efforts to eradicate poverty as the focus of the government as outlined in the National Long-Term Development Plan (RPJPN 2005–2025). While these efforts have managed to decrease the percentage of people living in poverty, the overall number of individuals in poverty remains alarmingly high. In Indonesia, the obstacle to the implementation of this program is the overlap of poverty reduction policies, such as Smart Indonesia, (rice for impoverished families), and Regional Health Insurance (Saksono, 2021). Poverty reduction through the provision of social assistance is seen as mere rhetoric since it encourages the emergence of the hypocritical nature of people who pragmatically choose to "be poor" in order to receive such assistance (Nugroho et al., 2021). This dynamic makes poverty a culture in society, fostering dependency and weakening the economic resilience of impecunious families (McDermott & Vossoughi, 2020).

3. RESEARCH METHODOLOGY

The research background explains the complexity of the poverty problem. Therefore, to answer fundamental problems, qualitative research methods using a case study approach are needed. The research team acts as an instrument and data collector. Data collection is carried out through the following procedures:

1. Observation: the research team made direct observations and made empirical factual notes related to the disharmonization of poverty reduction policy implementation. In addition, the research team also made direct observations related to miscommunication, resources, disposition, and bureaucratic structure. This observation was made on public organizations responsible for poverty reduction public policies from 2021 to 2023.

2. Interview: the interview aims to understand how the harmonized implementation of poverty reduction policies occurs. In addition, in-depth

interviews focus on the occurrence of miscommunication, resources, dispositions, and bureaucratic structures. Interviews were conducted with nine key informants: three government policy implementers, four representatives of the poor, and two experts in the field of public policy. The criteria for informants include: being physically and mentally healthy, having sufficient time for data exploration, and being willing to have in-depth discussions about disharmonization of poverty reduction policies, miscommunication, resources, dispositions, and bureaucratic structures.

3.1. Data source

Data sources include two types: primary or data obtained directly from the object of research derived from observation and interviews. In this study, primary data were obtained from actors and implementers of government and community policy regulations as targets for poverty reduction policy implementation. Secondary data are obtained from research findings, journals, and internet sites containing the implementation of government policy regulations on poverty reduction and miscommunication, resources, dispositions, and bureaucratic structures in the implementation of poverty reduction.

3.2. Data analysis techniques

The research team conducted data analysis and shared tasks according to expertise. The research is led by a public policy expert accompanied by the first member who is a public service expert, the second member is an economist, the third member is an information systems expert, and the fourth member is a legal and social expert. The data analysis technique applied is the interactive model of Miles et al. (2014). The analysis process uses four stages, namely: 1) data collection: data obtained from observations and interviews are used as field notes consisting of two parts, namely descriptive and reflective. Descriptive records are natural records of what researchers observe, hear, witness, and experience themselves without any opinion or interpretation from researchers of the phenomena experienced. Reflective notes are records that contain impressions, comments, opinions, and interpretations of researchers on the findings encountered and become material for data collection plans for the next stage; 2) data reduction: the data collected is relevant and meaningful, selected according to the research focus. Data reduction is used for analysis that sharpens, classifies, directs, and discards unimportant and organized data, making it easier for researchers to draw conclusions; 3) presentation of data: the purpose of presenting data in the context of this study is to combine information to describe the circumstances that occur. So that researchers do not have difficulty in mastering information both in whole and in part from research findings, the research team makes a narrative; 4) drawing conclusions: this stage is carried out during the research process and data reduction process after the data collected is sufficient then temporary conclusions are drawn and after complete data final conclusions are drawn.

4. ANALYSIS FINDINGS

4.1. Overlap implementation of poverty reduction policies on target groups by regional apparatus organizations

The overlap in program implementation for target groups is reflected in the numerous public policy initiatives implemented by local government agencies (Office of Planning and Development, OPD). In the last five years, the implementation of poverty reduction policies has failed to reduce the poverty rate according to the target. This situation arises from the sectoral implementation of poverty reduction policies by nine different local government agencies.

There are nine regional apparatus organizations carrying out the task of implementing poverty reduction policies in Gorontalo Regency which include: 1) *Badan Perencanaan Pembangunan Daerah*, Bappeda (Regional Development Planning Agency), 2) social service, 3) cooperative and micro, small, and medium enterprises (MSMEs) office, 4) industry and trade office, 5) manpower office, 6) education office, 7) health office, 8) village community empowerment agency, and 9) national family planning coordinating board. Each agency has different human resources, financial capacities, and infrastructure. Furthermore, each agency has different targets and achievements over the past five years. The evidence of overlapping implementation can be seen in: 1) target beneficiaries or groups receive assistance from multiple government agencies simultaneously, leading to a dependency on government support; 2) the integrated social welfare data (*data terpadu kesejahteran sosial*, DTKS) has not been optimally utilized by regional apparatus organizations to identify the groups of poor individuals who should be beneficiaries; 3) evaluation of poverty reduction policies has not been conducted in an integrated manner, resulting in each local government agency making individual claims about successes or failures in reducing poverty.

Given these empirical factual conditions, it appears that poverty reduction efforts through various policies implemented in each regional apparatus organization have not been able to reduce the poverty rate in Gorontalo Regency.

4.2. Miscommunication, resources, disposition, and bureaucratic structure in the implementation of poverty reduction

The nine organizations implementing policies have not carried out proper coordination regarding communication, resources, disposition, and bureaucratic structure. This condition was triggered by differences in perspectives and programs of the nine organizations that implemented policies that were relevant to their duties. In addition, there is no specific work unit that is collectively responsible for implementing poverty reduction policies as a whole. This work unit is supposed to coordinate all poverty reduction programs in Gorontalo Regency. Based on the results of studies on the dimensions of communication, resources, dispositions, and bureaucratic structures, the implementation of poverty reduction policies can be described as follows.

4.2.1. Communication factor

Experts emphasize that the effectiveness of implementing a policy can be achieved if the implementers have a clear understanding of the tasks they are supposed to carry out. Instructions for implementing the policy must be sent to personnel in an appropriate, clear, accurate, and consistent manner. Ambiguity and lack of detail in the policy can lead to misunderstandings during implementation resulting in ineffectiveness or even non-implementation. When implementers are confused about the policy, it hinders their ability to carry it out effectively. Communication aims to build the same, clear, and measurable understanding between policymakers and their implementers. This study focuses on three aspects of policy implementation: communication transmission, information clarity, and consistency. Overall, the results of research on communication factors in the implementation of poverty reduction policies in Gorontalo Regency are shown in Table 1.

Table 1. The findings on communication factors in the implementation of poverty reduction policies

Indicator	Findings
Transmission	Dissemination of information regarding poverty policy has not yet been carried out within and between implementing organizations, where coordination and communication of program implementation is carried out person to person.
Clarity	Clarity of internal and external communication is crucial in an implementing organization. Public communication or communication to the target group is also needed to provide them with an understanding of the policies made.
Consistency	Communication among the internal policy implementers has been inconsistent from mid-2019 to 2021, thereby affecting the commitment and performance of officers in carrying out their duties.

Source: Authors' elaboration.

In the aspect of transmission, intra-organizational communication in implementing poverty reduction policies in Gorontalo Regency has been effective and follows a hierarchical structure. However, communication between implementing organizations has not been effective as it lacks systemic implementation and tends to be individual or person-to-person. Individual communication only has a partial and incidental impact on the implementation of communication.

The effectiveness of inter-organizational communication requires systemic and institutionalized integration or shared views on poverty reduction in Gorontalo Regency. In poverty reduction, the communication model between regional apparatus organizations forms two channels of information dissemination: formal and informal. The formal communication approach in the government communication system among regional apparatus organizations raises various problems, such as the difficulty of cross-sectoral coordination, the limitations in creating communication space, and various other sectoral ego issues. Actors in the government get around this problem by applying an informal communication style. This approach is able to reduce various kinds of obstacles caused by the formal information dissemination process.

In terms of clarity, the study found that the effectiveness of poverty reduction policy implementation in Gorontalo Regency was influenced by clear internal communication between poverty reduction program managers and implementers, inter-agency communication, and public communication or communication with target groups. Communication among implementers of poverty reduction programs has been carried out well and clearly conveyed through guidelines implemented by the government. The operational plan for poverty reduction provides detailed information on the background, objectives, targets, monitoring, and evaluation of poverty reduction initiatives. This guideline effectively communicates the formation, implementation, monitoring, and evaluation techniques at the national, provincial, and regional levels.

Communication between agencies in the implementation of poverty reduction in Gorontalo Regency is still carried out informally and personally according to the needs of the program. For instance, the related department at the health office contacts the social welfare integrated data handling officer to ensure the status of residents receiving health insurance assistance from the local government. This communication is carried out informally or is not yet systemized and institutionalized. The absence of formal communication necessitates individual communication between service management personnel and relevant officers. Formal communication must be built in order to establish relationships between institutions that are systemized and responsible for building health and harmony in poverty reduction. On the aspect of consistency, communication related to the implementation of poverty reduction policies in Gorontalo Regency is carried out intensively and continuously. However, from the end of 2021 to 2023, communication regarding the implementation of poverty reduction between parties has not been effective.

4.2.2. Resources factor

Resources play a crucial role in policy implementation. The number of staff must be in accordance with the expertise. Furthermore, relevant and adequate information about the implementation of the policy must be supportive, while stakeholders must comply with the implementation of the policy. Additionally, the use of authority must be appropriate, and the budget and facilities (buildings, equipment, land, and supplies) utilized in the service must be available. Insufficient resources can lead to difficulties in implementing policy programs in compliance with regulations. In such cases, the services provided may not be optimized, and there may be limitations in the development of regulations (Edwards, 1980). The indicators are shown in Table 2.

Table 2. Findings on resource factors in implementing poverty reduction policies

Indicator	Findings
Human resources	The number of human resources implementing policies is still limited.
Budget	The poverty reduction budget is only sourced from the *Anggaran Pendapatan dan Belanja Nasional* (APBN) so the amount is limited and its availability is not sustainable.
Facilities and infrastructure	The availability of infrastructure to support the implementation of tasks, such as computers, internet networks, operational vehicles, and work team secretariat is still limited.
Data	The accuracy of the DTKS is not optimal and is still partial, making the implementation of poverty reduction policies ineffective.

Source: Authors' elaboration.

The findings indicate that the implementation of poverty reduction policies in Gorontalo Regency is influenced by the carrying capacity of human resources, budget, infrastructure, and data. Adequate fulfillment of these resources allows the policy to run effectively. In the aspect of human resources, there are 60 policy implementers from several work units in Gorontalo Regency. However, this number is insufficient to cover all 191 villages and 14 sub-regencies in the region. Quantitatively, the human resources allocated for poverty policy implementation in Gorontalo Regency are inadequate. The development of the quality of human resources is also not fully optimized, as there are still limited programs to improve the quality of implementers in the form of adequate technical guidance.

In the aspect of budgetary carrying capacity, the implementation of poverty reduction policies in Gorontalo Regency is only sourced from the state and regional revenue and expenditure budgets. The budget is allocated to finance the existing programs in the nine regional apparatus organizations responsible for policy implementation. In general, the available resources continue to increase over the years. Human resources, budget, and work facilities are sufficient to support policy implementation. However, the poverty rate has not shown a significant reduction. There are several confirmed causal factors: 1) policy targets receive benefits from multiple programs simultaneously, such as health, education, and productive businesses; 2) assistance for economic productivity is used more for consumptive needs; and 3) assistance for beneficiary communities is not optimal. These factors contribute to the ineffectiveness of poverty reduction policy implementation.

4.2.3. Disposition factor

Disposition or attitude of the implementer is the third critical factor in the implementation of public policy. Implementation will be effective if the implementer has not only the knowledge and skills to implement it but also the "will" to carry it out. The attitude of policy implementers will show how they implement a policy effectively. The attitude of these implementers is also influenced by their knowledge of the policy. Findings related to disposition factors are presented in Table 3.

Table 3. Findings on the disposition factor in implementing poverty reduction policies

Indicator	Findings
Attitude of implementers	Policy implementation requires political will, knowledge, skills, and the "strong will and will" of implementers to carry it out.
Honesty	Implementers must comply with the rules and technical guidelines for policy implementation issued by the government so that the program is more effective and efficient.
High commitment	Implementation of poverty reduction policies requires a strong commitment from all implementing elements and is not limited to coordination meetings or evaluations.

Source: Authors' elaboration.

The findings indicate that the attitude of the local government and the technical implementing agencies, in this case, the nine regional apparatus organizations, is still lacking in commitment to the synergy of implementing poverty reduction policies in Gorontalo Regency. This lack of commitment is caused by two things, the strong sectoral egoism of each regional apparatus organization and the absence of institutional synergy in program implementation for target groups.

4.2.4. Bureaucratic structure factor

Despite having sufficient resources, successful policy implementation relies on the knowledge and willingness of policy implementers. However, the implementation of a policy can fail if it is not supported structurally. Organizational fragmentation is considered to be able to hinder the coordination needed for the successful implementation of a complex policy that requires the cooperation of many parties. Without a supportive bureaucratic structure, resource utilization becomes inefficient, impeding necessary changes, creating unclear activity direction, and resulting in suboptimal organizational functioning. Findings related to bureaucratic structure factors are presented in Table 4 below.

Table 4. Findings on the bureaucratic structure factor in implementing poverty reduction policies

Indicator	Findings
Clarity of structure and guidelines	Mechanisms for working structures and guidelines are not yet ready to influence the implementation of effective poverty reduction policies. Executors have the knowledge and willingness to make it happen, but the implementation of a policy can fail if it is not supported by a complete structure with a clear division of main tasks and functions in each section.
Authority fragmentation	The authority for poverty reduction in Gorontalo Regency in terms of institutional structure is still in each of the nine regional organizational agencies. The nine work units are separate parts so they are less effective in their implementation.

Source: Authors' elaboration.

The results show that the implementation of poverty reduction policies involves various parties and, therefore, requires cross-sectoral responsibility in Gorontalo Regency's bureaucratic structure. Findings in the field show that policy implementation involving a number of separate organizations can interfere with coordination and optimize the success of its implementation. This is in accordance with the following Edwards (1980) statement:

"Organizational fragmentation may hinder the coordination necessary to implement successfully a complex policy requiring the cooperation of many people, and it may also waste scarce resources, inhibit change, create confusion, lead to policies working at cross-purposes, and result in important functions being overlooked" (p. 11).

Organizational fragmentation can hinder the coordination needed to implement complex policies successfully. In the context of policy implementation, it requires the involvement and commitment of many parties. For this reason, the support of local regulations governing the integrated organizational structure of implementing policies is essential. A clear and integrated bureaucratic structure is instrumental in ensuring the effective implementation of poverty reduction policies in Gorontalo Regency. Empirical facts show that the implementation of poverty reduction policies by each regional apparatus organization is not effective. This situation is attributable to constraints faced by local government work units in the areas of communication, resources, disposition, and bureaucratic structure.

4.3. The increase in the budget is not directly proportional to the reduction in the poverty rate

The implementation of poverty reduction policies by nine regional apparatus organizations in Gorontalo Regency has not been able to reduce the percentage of impoverished people. The factual conditions above show that there has been an increase in the budget in the last three years. However, the number of poor people has not decreased significantly. This situation may arise due to the partial implementation of poverty reduction policies, as each organization focuses on its specific tasks and responsibilities. The target group receives several benefits from several regional apparatus organizations implementing the policy at once.

Unfortunately, the assistance provided to the target group has not been utilized productively. In the past three years, the allocated budget for poverty reduction has amounted to IDR 200,000,000,000 for 245,129 poor individuals in 2021, IDR 350,000,000,000 for 247,251 poor individuals in 2022, and IDR 400,000,000,000 for 237,780 poor individuals in 2023. A comparison of budget allocations and poor people is presented in Table 5.

Table 5. Comparison of the total budget allocation for poverty reduction and the number of poor people

No.	Year	Total budget allocation (IDR)	Number of poor population (thousand souls)	Information
1	2021	1,901,533,118,894	67,21	-
2	2022	529,821,107,765,79	66,64	Poverty decreases
3	2023	61,013,413,480	65,88	Poverty decreases

Source: Gorontalo Regency Government, 2023.

The comparison between the actual realization of the poverty reduction budget and the number of impoverished people clearly proves that the implementation of poverty reduction policies has not been able to reduce the poverty percentage significantly. Field confirmations indicate that the Gorontalo Regency government will still collaborate to reduce poverty through interventions in various service programs for community welfare (https://gorontalokab.go.id/). Gorontalo Regency is an area with minimal unemployment but a high poverty rate (https://gorontalo.tribunnews.com/). Data from the Statistics of Gorontalo Regency show that the poor population will increase by 0,91% in 2021 (https://kontras.id/). In the last five years, the implementation of government policies to reduce poverty has not been able to significantly reduce the percentage of impoverished people in Gorontalo Regency.

5. DISCUSSION

The findings show that the overlapping poverty reduction policies have no significant impact. Poverty remains a priority issue for the government, necessitating the involvement of several regional apparatus organizations. The decline in the poverty rate is inseparable from several conditions, such as the strong domination of each regional apparatus organization, the dominance of regional apparatus organizations gaining institutional legitimacy, and

regional apparatus organizations being given formal opportunities in poverty reduction. Thus, reducing the poverty percentage becomes a challenging task for the nine regional apparatus organizations in Gorontalo Regency.

The study also reveals that communication and coordination between regional apparatus organizations is increasingly difficult to do over time. Each work unit feels the highest level of responsibility in contributing to poverty reduction. Nine regional apparatus organizations were given the additional task of alleviating poverty, while the other organizations remained with their respective main institutional tasks. The purpose of implementing public communication is to build the image and reputation of institutions and public communication managers as a government agency (Quy & Ha, 2018). On the other hand, coordination poses its own challenges in achieving effective and efficient public policies (de Arruda Leite & Buainain, 2013; Peters, 2018). Coordination is a function of government management with regard to efforts to achieve harmony, balance, synchronization, and integration of all government activities.

The purpose of the division of tasks is to make it easier to study public policy (Bezes & Le Lidec, 2016). The division of additional tasks for regional apparatus organizations in poverty reduction is getting stronger for three reasons. First, poverty reduction is a joint task of all regional apparatus organizations. Poverty reduction must be supported by other work units. Second, government regulations
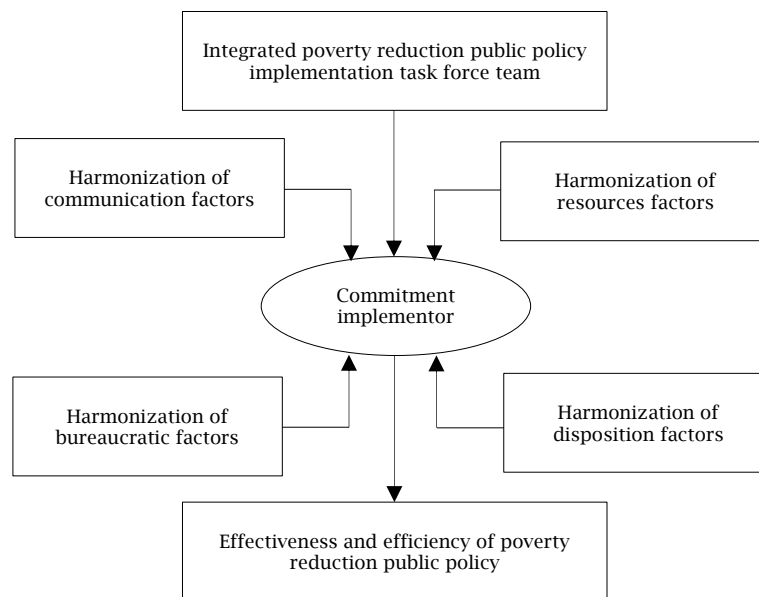
require that all local government organizations have a concern for poverty. Thus, the main tasks and additional institutional tasks are conditions that must run simultaneously with other related work organizations. Therefore, it is necessary to create a task force that is responsible for building communication, resources, dispositions, and bureaucratic structures in the nine regional apparatus organizations and other related work units for the synergy of implementing poverty reduction policies in Gorontalo Regency.

Furthermore, the study reveals that the amount of the budget allocated for poverty reduction is not able to reduce the number of poor people in Gorontalo Regency. Despite an increase in the budget over the years 2021, 2022, and 2023, it has not effectively reached the target group. The decline in the poverty rate can be attributed to three factors: 1) the same target group receiving benefits over the past three years, 2) the target group receiving multiple benefits from other regional apparatus organizations, and 3) weak government control over the utilization of aid by the target group. Therefore, it is necessary to limit the amount of assistance given to each target group, ensure equal distribution and program distribution for other target recipient groups, and strictly supervise the utilization of the program by the target group. The formulation of a national internal control policy on state/regional financial accountability is the government's commitment to realizing good governance (Baskaran et al., 2016). Thus, the performance of the administration of government organizations is a concern for the government to improve, one of which is through an effective oversight system, by increasing the role and functions of the Government's Internal Supervisory Apparatus.

The novelty of the research based on the results and discussions is that the research team has found a new method for solving disharmony in public policies to reduce poverty. The new findings referred to are then made into an analysis and a series of relationships between various determining factors. The new method is explained as follows: 1) forming a special task force to implement a public policy for target groups, 2) harmonizing all forms of communication in all policy-implementing work units, 3) harmonizing resource allocation in each policy-implementing work unit and ensuring that there is no overlap. Activities for target groups, 4) harmonizing the bureaucracy in each work unit implementing poverty reduction policies, 5) harmonizing dispositions in each work unit implementing poverty reduction policies, 6) strengthening implementor commitment as the main driving factor for carrying out the stages of policy implementation effectively and efficiently. In this way, the number of poor people will decrease. The method offered can be seen in Figure 1.

Figure 1. Harmonization of public policy implementation in poverty reduction

6. CONCLUSION

Partial implementation of policies has proven insufficient in producing the desired outcomes. The research has found that what the government has so far believed about poverty can be overcome by the use of public policies that are not synergized with other work units and cannot be fully justified. The important dimension of communication between regional apparatus organizations in poverty reduction needs to be developed continuously. The allocation of existing resources in each work unit must be ensured to be able to address the basic problem of poverty. The disposition of the policy actors needs to be built without differentiating the main tasks of the organization toward poverty reduction. The bureaucratic structure has not been explicitly able to synergize various policy programs for the target group. The reduction in the poverty rate is not solely measured by the amount of the budget that has been allocated from year to year. It is important to note that the placement of target groups as policy subjects can slowly help people get out of the poverty line.

This research makes an important contribution by offering a new perspective on the issue of poverty, with an emphasis on harmonizing poverty reduction policies with stakeholders. The poor are placed as active subjects who have the desire to get out of the cycle of poverty. In this way, the rights of

the poor can be carefully considered in sustainable poverty reduction. Some important research urgency for further research in the future is: 1) new findings show that poverty can be reduced by forming a special task force in harmonizing all the main tasks of the regional work apparatus organization in achieving policy success; 2) the new methods offered in poverty reduction are very relevant to the current social situation of society; 3) the recommendations of the research results prove the fact that the factor of commitment of the implementer contributes positively to the effectiveness and efficiency of public policy. However, it is important to acknowledge the limitations of this study where the research data used only focuses on 2021, 2022,

and 2023, besides that the policy implementation method can only be used in other countries that have the same social characteristics, as well as the differences in economic, political and social situations in various countries make it possible to obtain different research findings. The limitations of this research can be a recommendation for future studies to gain a deeper understanding of poverty reduction. The study from the perspective of the target group as well as the combination of primary and secondary data sources can be an interesting theme for the continuation of this study. This will provide a more comprehensive insight into poverty reduction from the perspective of the target group.

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