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## Commitment and Coordination: Studies on the Implementation of Poverty Alleviation Policies in Makassar City

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### ABSTRACT

Makassar City is one of the cities with the highest poverty problem in South Sulawesi, so poverty alleviation policies are carried out. This study aims to identify and analyze commitment and coordination in the implementation of the Poverty Reduction Program (PAP) in Makassar City. The research method uses a qualitative approach with in-depth interviews and document reviews. This paper will answer two questions: How is the government's commitment to PAP? How is the coordination between agencies in the distribution of PAP? The results of the study show that the commitment of the government of Makassar City is relatively high. But unfortunately, the commitment of government elites has not been fully supported by the commitment of implementers at the Neighbourhood (RT)/Hamlet (RW level). The pattern of coordination between organizations has not gone well, and this is indicated by differences in data between Regional Work Unit (SKPD) in terms of the number

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### INTRODUCTION

Commitment and coordination have an essential role in activities that require the cooperation of various parties, such as in policy implementation, but little is empirically known about how it affects success in reducing poverty. However, there is theoretical literature on coordination – drawn mainly from the literature on organization theory (Hatch, 1997; Jones, 2007), there has been little empirical research on the subject, particularly in developing countries. Apart from that, there is also little literature on the commitment of street-level bureaucrats to implementing policies. The literature on

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commitment and coordination is mainly limited to institutional studies, and few empirical studies have been conducted on implementing poverty alleviation policies.

Implementing the Poverty Alleviation Program (PAP) has attracted the attention of researchers in various countries around the world, especially developing countries like Indonesia. Poverty alleviation initiatives should be taken by the government (Wong, 2017) through various kinds of poverty alleviation programs (Wong, 2018), such as rural employment guarantee programs that aim to create jobs and restore rural resources (Ghuman, B.S., & Singh, 2018). Nonetheless, various poverty alleviation programs have not significantly reduced poverty (Hai, 2021). Even the budget allocation for poverty reduction has not been effective in reducing poverty (Ikhsan et al., 2022).

Policy implementation failures and successes are recognized but need to be better understood in the policy science literature (Howlett, M., Ramesh, M., & Wu, 2015). Policy failure is generally understood as not achieving planned policy objectives caused by socio-political conditions and the political system (McConnel, 2010; Howes, M., Wortley, L., Dedekorkut-Howes, A., Serrao-Neumann, S., Davidson, J., Smith, T., & Nunn, P., 2017; DeGroff, A., & Cargo, 2009; Begley et al., 2019; Candel, 2017; Olavarría-Gambi, 2020; Sheaff, 2017; Wang & Tsai, 2021; Wilson, 2021). Howlett et al. mention five policy failure criteria, namely 1) goal orientation is not achieved. Every policy has a target, and the goal is not achieved, so the policy is unsuccessful; 2) the impact of the target group. The policy has been targeted as an object or beneficiary of the policy. If the group does not benefit from the implications and implementation of the policy, then the policy is classified as unsuccessful; 3) support. This criterion will be seen if the leading group opposes the policy and the implementation of the policy. The higher the opposition, the higher the policy failure; 4) balance sheet. Each policy has operational and material costs, but if these costs are high enough, then it has the potential to fail, and 5) the level of innovation. Policy and policy implementation drive innovation so that novelty in policy promotes success and prevents failure (Howlett, M., Ramesh, M., & Wu, 2015). These criteria can be interrelated to identify failures in policy and policy implementation. Meanwhile, Howes et al. analyzed the failure factors for policy implementation by raising three components: economics, politics, and communication (Howes, M., Wortley, L., Dedekorkut-Howes, A., Serrao-Neumann, S., Davidson, J., Smith, T., & Nunn, P., 2017).

From another perspective, Pressman Wildavsky argues that the extent to which implementation can be successful depends on the interrelationships between the various organizations and departments at the local level involved in the implementation (Pressman, 1973). Therefore, cooperation, coordination, and control play a significant role. All organizations involved need to work together and coordinate well so that all processes in policy implementation run well. The coordinating function is essential so that all involved can carry out their roles properly and create efficiency and effectiveness in program implementation in terms of time and use of resources.

In Indonesia, studies on implementing poverty alleviation, especially the Family Hope Program (PKH), have been carried out by researchers in various aspects. Aspects of inter-organizational behavior (Parawangi, A., & Wahid, 2023), effectiveness, efficiency, adequacy, equity, responsiveness, and targeting accuracy (Nisa, 2023), communication and coordination (Fajri et al., 2022), application of the Fuzzy method in determining recipients benefits (Sahe, A.F., Faisol, A., Prasetya, 2023), good governing in program

implementation (Maulana, I.D., Jainuri, Hardini, 2019), empowering women in the PKH program (Suntiana, L., Kanto, S., 2015), program socialization (Hia, E. N., Siagian, M., & Achmad, 2021), effectiveness from input, process, and output aspects (Infatih, N., Sukidin, Hartanto, 2018), the role of the government (Suleman, S. A., & Resnawaty, 2017), and the impact of policy on increasing welfare (Mustari, N., Hakim, L., Erni, E., & Puspaningrum, 2019; Nisra, Uceng, A. Sapri, Syaril, 2021; Lubis, E.F., Zubaidah, 2020). From some of the previous studies, there is a need for a particular study on commitment and coordination in implementing PAP. Therefore, this study aims to fill the existing gap.

Research with a focus on commitment and coordination is fundamental to do. All organizations involved need to have a strong commitment and coordinate well so that all processes in policy implementation run well, starting from planning, implementing, monitoring, and evaluating policies. The coordination function is essential so that all involved can carry out their roles properly and create efficiency and effectiveness in program implementation in terms of time and use of resources.

This paper analyzes the commitment and coordination between institutions in implementing PKH in Makassar City—the commitment and coordination of policymakers in each Regional Working Unit and the commitment of street-level bureaucrats as policy implementers.

## **METHOD**

This research was conducted in Makassar City, focusing mainly on inter-agency coordination in handling poverty. The method used a qualitative method with case studies on social assistance programs. Data collection techniques are interviews and documentary analysis. The informants in the study were employees at the Makassar City Social Service, Makassar City Regional Development Planning Agency, Members of Commission D for People's Welfare at the Makassar City Council, Heads of Neighbourhood (RT), Heads of Hamlet (RW), Observers on poverty issues in Makassar City. The data analysis technique uses qualitative analysis and is supported by quantitative data to strengthen the analysis, namely the number of poor people in Makassar City and the budget allocation for poverty alleviation programs

## **RESULTS AND DISCUSSION**

In efforts to reduce poverty in Makassar City, several institutions are involved as policymakers and implementers. The parties involved are the Regional Development Planning Agency, the Central Bureau of Regional Statistics for the City of Makassar, the Civil Registry Service, the Social Service, the District Government, and the Village Level. It requires cooperation, coordination, and high commitment from each party so that implementation can run well (Winter, Soren S., 2003).

### **Implementation of the Poverty Alleviation Program (PAP)**

The Indonesian government has set a poverty reduction target of 7-8% in 2019, as stated in the 2015-2019 Medium Term Development Plan (RPJMN). Several PAPs of family-based integrated social assistance that the Government of Makassar City has distributed to people experiencing poverty can be seen in the following Table 1:

**Table 1.** Family-Based Integrated Social Assistance

No.	Name of Program	Program Manager
1.	Hope Family Program (PKH)	Ministry of Social Affairs
2.	Non-Cash Food Aid (BPNT)	Ministry of Social Affairs
3.	Cash Social Assistance (BST)	Ministry of Social Affairs
4.	National Welfare Guarantee (JKN)	Ministry of Social Affairs
5.	Healthy Indonesia Card (KIS)	Ministry of Health
6.	Indonesia Smart Card (KIP)	Ministry of Education
7.	Contribution Assistance Recipients (PBI)	Makassar City Government

*Source:* Compiled from various sources, 2022.

The distribution of social assistance to people experiencing poverty in Makassar City refers to the guidelines for distributing social assistance issued by the Ministry of Social Affairs of the Republic of Indonesia, based on six principles:

1. Timeliness, clarity, and conformity between the schedule planned by the Makassar City Social Service and the time benefit recipients received the assistance.
2. Right on target, beneficiaries are genuine people experiencing poverty registered in the Social Welfare Integrated Data Register (DTKS) as a reference as assistance recipients. Poor people who feel entitled to receive but are not registered in the register are not entitled to receive assistance.
3. The right amount of assistance received by people experiencing poverty in the form of money, goods, and services, and subsidized assistance must be the same as stipulated in the provisions of government regulations.
4. Proper quality: the quality of the goods received by the beneficiaries must comply with the standards set by the government, especially in terms of quality, and must be of good quality.
5. Proper price assistance provided by the government to the community must follow the price set by the government.
6. Proper administration, aid recipients, and aid distributors legally comply with administrative requirements, including administrative evidence documented following procedures stipulated by regulations.

Based on Law Number 13 of 2011 about Law on the Handling of the Poor and Needy and Minister of Social Affairs Regulation Number 3 of 2021 about Integrated Social Welfare Data Management, all community assistance and empowerment programs in handling people experiencing poverty must be based on Integrated Social Welfare Data (DTKS). The Makassar City government proposed registering the beneficiary families and the RT/RW in the Integrated Social Welfare Data (DTKS). Poor people who have not been registered with the DTKS can report to the head of the local RT/RW. After the head of the RT/RW proposes to be registered with the DTKS, there will be a visit to the proposed low-income family to verify the family's eligibility to receive assistance according to predetermined criteria. The validation was carried out before the distribution period of social assistance. A person will be legally declared as a beneficiary family if the proposed data has been validated and verified as eligible to be a recipient of social assistance.

The main problem in distributing social assistance is inaccurate data on beneficiaries of PAP. Not all DTKS of the Ministry of Social Affairs are integrated with the data owned by the social assistance distribution technical service. As a result, every

distribution of social assistance gets protests from the community. From the results of the interviews, we found that there were two reasons why this complaint arose. First, the community considered themselves worthy of receiving it but had yet to be registered with the DTKS. The data proposed to the Ministry of Social Affairs has not been updated. Second, in updating the data carried out by the Urban village (*kelurahan*) through the RT/RW, they recorded data on people experiencing poverty, but it turned out that there were poorer people in the area, thus creating gaps.

**Table 2.** Number of Beneficiaries of the Family Hope Program per sub-District in Makassar City, 2019 and 2022

No.	Subdistrict	Number of Beneficiaries	
		2019	2022
1.	Panakkukang	2.181	929
2.	Biringkanaya	2.025	861
3.	Bontoala	727	386
4.	Makassar	1.818	861
5.	Mamajang	753	387
6.	Manggala	1.487	312
7.	Mariso	1.164	588
8.	Rappocini	1.649	282
9.	Tallo	3.225	1.240
10.	Tamalanrea	1.150	305
11.	Tamalate	3.887	2.282
12.	Ujung Pandang	192	139
13.	Ujung Tanah	2.358	820
14.	Wajo	177	-
Amount		22.793	9.392

Source: Makassar City Sosial Service, 2022.

Data in Table 2 shows that there has been a significant decrease in the number of PKH beneficiaries from 22,793 (2019) to 9,392 (2022), or a decrease of 242.68%. PKH social assistance is divided into two types, namely Permanent Assistance and Component Assistance. Permanent Assistance is given to low-income families, while Component Assistance is given to each person in the PKH family and a maximum of 4 people in one family. More details can be seen in Table 3.

**Table 3.** Permanent Assistance and Component Assistance in the PKH Program

A. Permanent Assistance for every family:	
• Reguler	: Rp 550.000,- / family / year
• PKH ASKES	: Rp 1.000.000,- / family / year
B. Component Assistance for Every Person in the PKH Family:	
• Pregnant mother	: Rp 3.000.000,-
• Early childhood	: Rp 3.000.000,-
• Elementary school	: Rp. 900.000,-
• Junior high school	: Rp 1.500.000,-
• Senior High School	: Rp 2.000.000,-
• Severe disability	: Rp 2.400.000,-
• Elderly	: Rp 2.400.000,-

Source: Makassar City Social Service Office, 2022



PKH, as a poverty alleviation program, is expected to guarantee that every very poor household can meet the basic needs of a decent life, namely accessing primary education and health services more efficiently. In the short term, this assistance can reduce the expenditure burden of impoverished households, while in the long term, it requires recipient families to send their children to school, carry out immunization for toddlers, check the womb for pregnant women, and improve nutrition. Thus, PKH is expected to break the intergenerational poverty chain.

During the implementation of PKH, there have been many complaints from the community. Community complaints are addressed to the Makassar City Social Service and submitted to the Regional House of Representatives as the program implementing supervisor. The findings of members of the Regional House of Representatives regarding the problem of distributing social assistance were complaints from the public that they did not receive when the assistance was distributed, the amount of assistance distributed to the community did not match the amount that should have been received, and the quality of the goods that were distributed received not according to the standard. In line with this, our search results through the website obtained information and data regarding the number of complaints related to PKH. The number of complaints that have come in is around ten (10) reports, which concern the uneven distribution of social assistance and PKH. Several people reported their complaints through the Ajamma application. Residents have long drafted citizens' complaints regarding social assistance and PKH, but the Makassar City Social Service has yet to take action. Residents also reported that people from the upper middle class received assistance, even though one of the conditions for obtaining PKH was people from poor or pre-prosperous families (Makassar City News, 2022)

**Table 4.** Poverty Line, Number and Percentage of Poor People in Makassar Municipality, 2014-2022

Years	Poverty Line (Rp/capita/month)	Number of poor people (Thousand)	Percentage of poor People
2014	297.917	64,23	4,48
2015	321.094	63,24	4,38
2016	347.723	66,78	4,56
2017	366.430	68,18	4,59
2018	386.545	66,22	4,41
2019	418.831	65,12	4,28
2020	442.513	69,98	4,54
2021	475.444	74,69	4,82
2022	511.081	71,83	4,58

Source: (Makassar Central Statistics Agency, 2023)

Based on the description and data above, it can be concluded that the implementation of PKH has not been effective. Data on the number of poor people has not decreased (Table 4), and community complaints that the implementation of the PKH program is still high, especially distribution that is not on target.

### The Commitment of Policy Implementing Organizations

Organizational commitment to implementing the policy is significant for the success of a policy. A policy implementer has a high commission if he makes an agreement

or commitment to himself or others (policy target group) to implement the policy earnestly. High commitment can be seen from responsibility, dedication, and a strong desire for poverty alleviation policies.

In implementing poverty alleviation policies, the commitment of implementing organizations can be in the form of aligning the poverty alleviation program with the Regional Work Unit (SKPD) program; for example, the Regional Planning and Development Agency (BAPPEDA) Makassar City as the leading sector implementing the policy has a Poverty Cost Budget Plan to monitor SKPD, whether the Budget Plan (*RAB*) that they have prepared has allocated funds for poverty alleviation. Regarding this budget commitment, all SKPDs have coordinated poverty alleviation programs, such as the Health Service, the Education Office, the Employment Service, the Women's Empowerment Service, the Housing and Settlement Area Office, the Population and Civil Registration Service, and others. Each program will be carried out, leading to poverty alleviation in Makassar City.

Another form of local government commitment to poverty alleviation is the issuance of Makassar Mayor Regulation Number 9 of 2018 concerning Regional Government Work Plans (RKPD), article 2 paragraph 1 that "Makassar City Regional Government Work Plans (RKPD) 2019 are annual planning documents that contain the elaboration of the vision, mission, and policies of the Mayor of Makassar, the formulation of which is guided by the Local Government Long-Term Development Plan (RPJPD) and the Local Government Medium-Term Development Plan (RPJMD) by taking into account the priority poverty alleviation programs.

The government has made efforts to implement various policies in the poverty alleviation program, one of which is the social assistance program for people experiencing poverty, which is implemented through an integrated, integrated, and synergistic poverty reduction strategy so that it can completely solve the problem of poverty. The budget commitment for poverty alleviation programs in Makassar City can be seen in Table 5.

**Table 5.** Budget Allocation for Poverty Management for Makassar City for the 2016-2019 period

Years	Poverty Budget (in Billion Rupiah) (in Billion Rupiahs)	Number of Poor Population (in thousands)
2016	298	66,78
2017	325	68,19
2018	416	66,22
2019	469	65,12

Source: ([Bappeda of Makassar City, 2020](#))

Table 5 shows that there has been a significant increase in the amount of the poverty alleviation budget from year to year, even though data on the number of poor educators has decreased, especially from 2017-2019. This data illustrates the government's commitment to reducing the poverty growth rate in Makassar City by involving all SKPDs to work together to resolve or reduce the number of poor people.

Commitment is not only expected at the top level of policymakers but also at the street level as policy implementers, which significantly determines the success of implementing poverty alleviation programs. Good communication is needed in conducting program socialization so that the community, as the target group, understands the policy program well (Edward III, 1980). Our interviews with the Head of the Poor Empowerment Section of the Makassar City Social Service revealed that the neighborhood units or neighborhood associations play an essential role in registering people with poverty and socializing social assistance programs. Hence, they have sufficient information about poverty alleviation programs.

The Makassar City Social Service optimized data collection for low-income people as a form of this institution's commitment. The Office of Social Affairs involves the Heads of RT/RW collecting citizen data in the Integrated Social Welfare Data Program (DTKS). This data collection is intended so that the distribution of social assistance to people experiencing poverty can be carried out correctly. The active role of the local government, starting from the Head of Sub-District (Camat), Head of Urban Village (Lurah), and Head of RT/RW, is urgently needed. Even though it has involved the local government, such as the Head of the RT/RW, there are still various problems, including social assistance that has been unable to cover all people experiencing poverty in Makassar City. The data we have obtained shows that there are still many people whom poverty alleviation policies have not touched. The main reason is that not all poor people are registered in the DTKS. They still need to complete the administrative data needed to obtain assistance from the poverty alleviation program. Another factor is the problem of the limited aid quota from the Central Government based on DTKS, so there must always be alternative programs that can be used to help people experiencing poverty who have not been touched by assistance from the central government, mainly when we conducted this research, the Covid-19 pandemic is happening, which has an impact on all aspects of people's lives.

Our informants from the Members of the Commission for People's Welfare and the Regional Representatives Council of Makassar City revealed that the Makassar City government's commitment to poverty alleviation is unquestionable. However, the problem is policy implementation in the field. Commitment needs to be accompanied by hard work and sincere work, such as supervising aid distribution so that aid can be delivered to people experiencing poverty. Therefore, it requires good governance (Tambunan, 2006; Maulana, I.D., Jainuri, Hardini, 2019), social, economic, and political stability (Prayitno, H. & Santoso, 1996), and the critical role of street-level bureaucrats (Bardach, 1977; Lipsky, 2010; Gershgoren & Cohen, 2023) in policy implementation, and emphasizes the importance of informal approach, and collaboration with them (Winter, Soren S., 2003).

At the lowest level, the Head of RT/RW's commitment to poverty alleviation includes 1) collecting data on people experiencing poverty, 2) encouraging people experiencing poverty to take advantage of empowerment programs through training activities to improve community skills, 3) providing assistance to the needs of community members in the *Kelurahan*, and 4) distributing social assistance to people experiencing poverty. It shows that the commitment of street-level bureaucrats to implementing poverty alleviation policies is exemplary. They have a deep concern for the welfare of their people because the impact of poverty will be felt by the surrounding community,



such as social vulnerability. Therefore, they take the initiative to maximize the potential of their resources to create economically valuable products that can help their economy. Even so, only some heads of RT/RW are firmly committed to implementing poverty alleviation policies; our data shows that some heads of RT/RW are passive and only wait for information from the district. The RT/RW's inactivity to seek information regarding the policies to be implemented made the process of implementing the policies late. It is an obstacle to accelerating poverty alleviation.

We also interviewed civil society, namely Poverty Observers in Makassar City. He stated that poverty alleviation policies still need to be revised. Poverty alleviation programs often change due to changes in leaders. It causes poverty alleviation programs to be unsustainable. He referred to efforts to reduce poverty as a "seasonal commitment." It means that it depends on who is in charge, and there is no continuity from previous policies, so policies are constantly changing. The government's commitment is only heard when implementing the policy begins. After the policy is implemented, the government's commitment gradually decreases and even disappears after the change of leader. This finding aligns with the view (Hai, 2021) that a poverty alleviation effort needs to be carried out on an ongoing basis so that the results can effectively reduce poverty. There is a need for government to give due consideration to sustainability issues (Brenyah, 2018). To overcome poverty, it can create additional fiscal space and sustainable planning (McLoughlin, E., & Hanrahan, 2019).

### **Inter-agency Coordination**

Organizational and inter-agency coordination is interpreted as an implementation strategy involving more than one institution (Winter, Soren S., 2003). However, it has the same goal of making the policy successful. Inter-organizational coordination plays a vital role in integrating and synchronizing the efforts to discipline and organize joint steps. This coordination must be continuous and effective so that policies can be implemented maximally and achieve the goals that are jointly targeted. It relates to coordination issues between policymakers or top management and lower-level implementers.

Coordination between policy-implementing agencies is a dimension of organizational and inter-organizational behavior that influences the success of policy implementation. Van Meter & Van Horn (in Subarsono, 2005) explained that implementing a program sometimes needs to be supported and coordinated with other agencies to achieve the desired success.

Our research results show that the inter-agency coordination pattern could have gone better. For example, there are differences in data between related SKPDs. The information we received from the Makassar City Regional Development Planning Agency regarding coordination between policy-implementing agencies is that data from SKPDs are often not on target because the data has not been updated. These data differences lead to different attitudes in determining program objectives.

Differences in data can be resolved with coordination between agencies. The government has been trying to realize One Data Indonesia through inter-agency collaboration in data collection. The government is preparing to implement Indonesia's one data policy through an Electronic-Based Government System. Commitment to data integration through a comprehensive system is expected to become a solid basis for policy-making to respond to changes that are so rapidly (Maulana, 2021), including in

social assistance distribution policies. Data synchronization between one agency and another is important, especially data on the number of poor people. If the data is valid, no citizen classified as rich gets social assistance. The distribution of social assistance is right on target for people experiencing poverty who need assistance.

The coordination that is not well developed also has an impact on people's understanding of Social Assistance. The community thinks that all forms of Assistance are distributed by the Social Service, even though other institutions also distribute some assistance. For example, people come to the Social Service to claim Assistance from Small, Micro, and Medium Enterprises (MSMEs), even though this assistance is not under the authority of the Makassar City Social Service. Therefore, the Head of the Empowerment Section for the Poor at the Makassar City Social Service hopes that the role of Urban-Village to RT/RW can be maximized in handling community complaints and even assisting the community in fighting for their rights to receive distributed assistance. If this role can be carried out properly, all problems in the field can be handled quickly because the Head of the RW/RW has direct contact with the community.

We found that the coordination of the social service with all related institutions or agencies still needed to be improved. It can be seen from the many people who submit complaints to the social service. The role of lower-level government needs to be fixed. All poverty alleviation assistance programs should be disseminated to all members of society. Who is entitled to social assistance? Forms of Assistance can be received by those classified as poor. How much assistance can be received according to existing regulations or the available budget? When can help be received? How long is the assistance given? All information related to this assistance needs to be conveyed clearly to the community so that no miscommunication can cause an uproar. Therefore, the importance of effective communication in the framework of inter-agency coordination and socialization of assistance programs to the community.

Weak coordination between agencies causes clutter in data on people with low incomes. It should not happen again because there are already regulations governing coordination between implementing agencies through the Makassar City Regional Regulation Number 11 of 2002 concerning the Establishment of the Makassar City Poverty Reduction Coordination Team. Article 3 states the coordination function as follows:

- a) Coordinating the formulation of poverty alleviation policies and harmonizing their implementation in Makassar City;
- b) Facilitating sharpening the use of the State Revenue and Expenditure Budget, the Regional Revenue and Expenditure Budget of the Province of South Sulawesi, and the Regional Budget of the City of Makassar;
- b) Facilitating cross-actors, interactive communication, and dissemination of information on poverty alleviation in Makassar City;
- c) Guide the implementation of the functions of the Makassar City Regional Work Unit, which carries out poverty alleviation activities and develops partnerships with State-Owned Enterprises, Regional-Owned Enterprises, Universities, Non-Governmental Organizations, and other related parties in Makassar City to accelerate poverty alleviation and Makassar City;

- d) Conduct monitoring and evaluation of implementing poverty alleviation policies and programs in Makassar City.

In order to maximize the coordination function, the Makassar City Government followed up Makassar City Regional Regulation Number 11 of 2002 by issuing Makassar Mayor Regulation Number 70 of 2013 concerning the Makassar City Regional Poverty Reduction Acceleration Strategy 2014-2019. The Regulation stipulates that the coordination and control of the implementation of poverty reduction in Makassar City is carried out by the Coordinating Team for Poverty Reduction (TKPK) to coordinate and control the implementation of poverty reduction.

Coordination between the Makassar City Social Service and the South Sulawesi Provincial Social Service is also considered unsatisfactory. According to the Head of Social Welfare Business, Makassar City Social Service, many proposals that match the needs of the poor people of Makassar City that are submitted to the social service of South Sulawesi Province are often considered not to be a priority, so the distribution of assistance that fits the needs of people experiencing poverty in Makassar City cannot be fulfilled. Coordination that goes well has an impact on people experiencing poverty. People experiencing poverty should receive assistance, but because they are not recorded in the beneficiaries list, they need social assistance. People who hope to get help feel unfairly treated. These are all the effects of coordination that do not work.

Some indicators that coordination has not gone well, we summarize as follows:

- 1) Data on people with low incomes that are out of sync or different from one agency to another;
- 2) Some imbalances occur in policy implementation;
- 3) Overlapping aid distribution;
- 4) The number of complaints and complaints from the public to the Office of Social Affairs;
- 5) There are many data findings of people who should not receive assistance but are given assistance.

In addition to coordination built by all lines or levels of the bureaucracy in poverty alleviation, to solve poverty problems, creativity is needed in carrying out coordination. The development of increasingly advanced technology and information must be utilized optimally to support inter-agency coordination. For example, the coordination carried out by the Head of RT 02 Mariso, by directly conveying the needs of people with low incomes to the *kelurahan*, can be done using information technology. The one-way coordination pattern carried out by the Head of the RT as the implementer of lower-level policies is also one of the causes of problems in the field.

Some of the problems caused by poor coordination in the poverty alleviation program in Makassar City are as follows:

1. Many poor people still have not received social assistance because they are not registered in the Integrated Social Welfare Data.
2. Updating the database for people experiencing poverty is not real-time, so some data on people experiencing poverty, who should already be economically independent have yet to be deactivated, so they still receive social assistance.
3. Empowerment programs carried out by related agencies are partial and are not integrated with other poverty alleviation programs;

4. The RT/RW head's understanding as a policy implementer at the lower level could be more optimal, so he does not explain in detail the direction and objectives of the policy, for example, the criteria for people experiencing poverty.

Apart from coordination problems, we also found that some residents could not be covered by social assistance due to limited funds owned by the government. The aid quota set by the government only meets some of the needs of people experiencing poverty. Funds that should have been used for social assistance programs were allocated for COVID-19 management programs, such as buying medicines and vaccines.

## **CONCLUSION**

Poverty has become a problem in almost all countries, including Indonesia. The government's commitment to addressing poverty is already high. Although the government has made many poverty alleviation programs, until now, the results have yet to be effective in reducing poverty. It can be seen from the various poverty alleviation programs made by the Central Government and Makassar City Government. However, their impact has not significantly reduced the poverty rate in Makassar City. The fundamental problems in handling poverty are

1. The problem of distributing aid that is not on target due to the problem of invalid data on poor people,
2. Inter-agency coordination that has not gone well,
3. Unsustainable social assistance programs, and
4. Inadequate availability of funds.

Coordination between agencies still needs to run better, resulting in overlapping data on poor people that are inconsistent and different from one institution to another. Therefore, it needs to be a priority for the government's attention to regularly update data every three months, involving the RT heads because they know their citizens best.

Regarding limited funds, we recommend that the government encourage all parties to reduce poverty in Makassar City. The government will need help to tackle poverty. The Pentahelix concept can be a solution in efforts to overcome poverty, carried out systematically and in synergy with the business world, society, academia, and the mass media. Pentahelix collaboration in improving community welfare through social assistance, community empowerment, economic empowerment, medium and micro enterprises, as well as other programs in order to increase economic activity. Each party can play a role according to its capabilities.

The limitation of this research is that it has yet to look in depth at how the Pentahelix concept is applied in reducing poverty. Therefore, for future research, we recommend further research, including how the potential for zakat and taxes with the income redistribution function in society can reduce inequality or poverty in Indonesia, especially in Makassar.

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