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COLLABORATION PROCESS AS ACCOUNTABILITY STRATEGY IN POVERTY REDUCTION POLICY IN MERAUKE DISTRICT

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ABSTRACT

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One of the policies that are the focus of this research is the accountability of poverty alleviation policies. Poverty is a complex 'problem' throughout the world, especially for developing countries including Indonesia. It is said to be complex, because poverty affects various aspects of life both socially, economically and politically. For this reason, collaborative efforts are needed in solving poverty problems that are effective and efficient. This study aims to analyze the collaboration process as an accountability strategy in poverty alleviation policies in Merauke Regency. This study uses a descriptive qualitative approach. Data was collected through interviews, observation and documentation studies. Data processing and analysis techniques are carried out by data reduction, data display, and conclusion drawing/verification. Determination of informants using purposive sampling technique. The results of the research show that the collaboration process in the accountability of poverty policy implementation in Merauke Regency which is carried out by the Merauke Regency regional government has not been maximally implemented due to several aspects of cross-sectoral collaboration such as: a) Forging agreement; b) Building leadership; c) Building legitimacy; d) Building trusts; e) Managing conflicts; and f) Planning, has not been implemented properly in order to reduce poverty in Merauke Regency. The results of the research show that the collaboration process in the accountability of poverty policy implementation in Merauke Regency which is carried out by the Merauke Regency regional government has not been maximally implemented due to several aspects of cross-sectoral collaboration such as: a) Forging agreement; b) Building leadership; c) Building legitimacy; d) Building trusts; e) Managing conflicts; and f) Planning, has not been implemented properly in order to reduce poverty in Merauke Regency. The results of the research show that the collaboration process in the accountability of poverty policy implementation in Merauke Regency which is carried out by the Merauke Regency regional government has not been maximally implemented due to several aspects of cross-sectoral collaboration such as: a) Forging agreement; b) Building leadership; c) Building legitimacy; d) Building trusts; e) Managing conflicts; and f) Planning, has not been implemented properly in order to reduce poverty in Merauke Regency.

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1. Introduction

In an effort to improve public services to the community, the government implements a decentralized system through the regional autonomy law. This system gives local governments the flexibility to determine programs/policies intended to advance their region. By looking at the potential of each region, stakeholders in this case the government, private sector, community, and Non Government

Organizations (NGOs) are expected to be able to work together to formulate regional development policies and strategies in order to improve welfare and overcome poverty.

This delegation of authority is an opportunity for local governments to formulate superior policies to overcome public problems (one of which is poverty) so that policy implementation at the local government level becomes the stage of the process that determines the success of a region in implementing regional autonomy.

Efforts made by the government, including local governments, to overcome poverty in their regions are quite diverse and vary depending on the accuracy of the strategies to overcome them. One of them is Merauke Regency which is an area located at the eastern end of the territory of the Unitary State of the Republic of Indonesia. In 2016 the number of poor people was around 24.3 thousand people or around 11.08 percent of the total population of Merauke. Those who are poor are caused by the average monthly per capita expenditure being below the Poverty Line (GK) of Rp. 310,420. When compared to 2014 there was an increase of 2,400 people or around 0.88 percent (BPS, 2017). However, in the following years, the poor population in Merauke Regency was slowly being overcome.

In the span of 2017-2019, Merauke Regency was able to reduce the percentage of the poverty rate where in 2017 the percentage of poor people in Merauke Regency reached 10.81 percent and in 2019 it reached 10.35 percent. The percentage of poor people (population below the Poverty Line) in 2021 is 10.16 percent, an increase of 0.13 percentage points compared to 2020. The number of poor people in 2021 is 23.83 thousand people, an increase of 0.94 thousand people towards 2020 (BPS, 2021). This effort is quite significant in overcoming poverty in this area, but the results achieved are still quite fluctuating so that it requires an appropriate poverty reduction strategy so that poverty in this area can be overcome.

Some of the data related to the percentage of poverty presented above, shows a complex policy phenomenon. This policy involves multiple stakeholders where they have competing and often conflicting interests. On the one hand, the target group is low-income people who are economically and politically marginalized. On the other hand, the executor (government bureaucracy) always tries to implement this policy effectively and efficiently. Then, other stakeholders (private and NGO) always try to get a lot of benefits. This phenomenon shows the complexity of implementing public policy which leads to the understanding that the success of such implementation varies greatly from one place at different times (Goggin et al., 1990).

Public policy accountability refers to the ability of state officials to meet public needs and solve problems. In this case, the indicator of public policy accountability is the realization of public policy objectives, of course through public policy accountability mechanisms. Public officials need to accommodate the diverse interests of citizens in policy making and implementation. Accommodating their interests is the allocation of values, so that the accountability of public policies can be implied in the extent to which public officials embody values to citizens as the target group. Because public policies are designed to provide great benefits to them by using minimal resources. This also shows that public policy itself is the allocation and distribution of value (Alwi, 2014).

The values in question are the value of efficiency and the value of democracy in the implementation of a policy. Efficiency and democracy are values that have become classic debates in the study of public accountability. According to Frederick (Denhardt & Denhardt, 2007), public officials are responsible when the executor becomes professional and has special knowledge and technical expertise. It is based on the idea that the policy formulation process is completely separate from implementation. Therefore, the accountability of public officials is largely determined by their ability to efficiently achieve policy objectives based on their professional knowledge and behavioral norms.

On the other hand, according to Finer (Denhardt & Denhardt, 2007), public officials will be held accountable when they are controlled by elected officials (external control) in the policy implementation process. They represent the citizens, with the main task of controlling the state apparatus so that they provide public services in accordance with the needs and interests of citizens. External control shows democratic values in public services. This shows that public officials must submit to elected officials, so they must hear orders to meet the needs and interests of the public.

Meanwhile, according to Erkkilla (2007), there is a new alternative in the study of public accountability, namely the performance and accountability of deliberation. Public officials will be accountable when they can be responsive to output-oriented. This shows, it focuses more on performance, and and it leads to the achievement of efficiency. Then, another alternative offered is deliberation accountability. Public officials will be held accountable if they can involve stakeholders in public service processes and policies.

Related to that, Bryson et al. (2006) revealed that accountability is a very complex issue for policies that are collaborative or involve multiple stakeholders because of the uncertainty regarding who is responsible for the results and goals achieved. Relationships in organizations that are collaborative tend to generate perceptions of competing stakeholders in defining policy outcomes.

To achieve accountability in the implementation of complex poverty alleviation policies, collaborative means between sectors related to these policies are needed. Bryson et al. (2006) have emphasized several aspects of the process in collaboration. The aspects referred to are: a) Forging agreement; b) Building leadership; c) Building legitimacy; d) Building trusts; e) Managing conflicts; and f) Planning. This aspect is a strategy in achieving accountability for the implementation of public policies.

The Regional Government of Merauke Regency certainly wants to make changes from a certain condition to another that is more valuable. In order for the process of change to reach the goals changing conditions for the better and to be used as future controllers, in carrying out development it is necessary to pay attention to the human aspect, because in the sense of the process, development involves the meaning that humans are objects of development and at the same time. development subject. As a subject it must be taken into account, because when humans become the subject of development, they have extraordinary value and potential. Therefore, in development, it is necessary to invite the subject of the development to actively participate in the sustainable development process.

Accountability is the foundation of any governance process (Dwivedi, 1985). Furthermore, Alwi (2014) emphasizes the position of accountability in the realm of public policy which states that accountability is one of the important concepts in the study of public policy, because it is a parameter to assess the performance of policy makers and implementers.

Public policy accountability can be assessed from how to solve public problems through a policy intervention. This shows that the scope of public policy accountability is not only in policy design but also at the policy implementation stage. To find out whether public policy has succeeded or failed to meet the expectations of the target group, it can be seen at the policy implementation stage (Alwi, 2014).

The implementation of alleviation policies in Merauke Regency is a complex policy phenomenon. It is said to be complex because it is in direct contact with people's lives as policy targets. In addition, poverty alleviation policies in Merauke Regency also involve various stakeholders where they have competing and often conflicting interests. Policy implementation is a complex process mentioned earlier. This complexity can also refer to the number of actors or stakeholders, both individuals and organizations involved in the policy implementation process, some of which have direct, competitive, and even contradictory interests (Goggin, 1990; Hill & Hupe, 2002).

In addition, this complexity also shows the difficulty of accountability and implementation of public policies. Therefore, the synergy between stakeholders involved in policy implementation is a fundamental part of achieving policy performance. This synergy can be done through a cross-sectoral collaboration strategy.

Collaboration between sectors, according to Bryson et al. (2006), as a liaison or sharing of information, resources, activities, and capabilities by organizations in two or more sectors to achieve common results that cannot be achieved by organizations in one sector separately. Based on this understanding, this collaborative model demonstrates the use of critical resources to achieve results and is carried out by organizations from across sectors. It also shows that this collaborative model uses resources effectively and efficiently in the delivery of public policies and services. The policy model in this study was adapted from the cross-sectoral collaboration model introduced by Bryson et al. (2006). Based on the description above,

2. Research Methods

This study uses a qualitative approach by describing phenomena related to research problems. Data was collected through interviews, observation and documentation studies. Data processing and analysis techniques were carried out by data reduction, data display, and conclusion drawing/verification. The technique of determining the informants was carried out by purposive sampling, the informants in this study were a representative primary data source and provided information related to the conditions and reality of the research problem. Informants in this research are: 1) Regional Development Planning Agency, Research and Development of Merauke Regency; 2) Merauke Regency Village Community Empowerment Service; 3) Government elements (Village Head, Camat, etc.); 4) Private/Non Government Organizations; 5) Village Community Business Entities in Merauke Regency; and 6) Target Group (Pre-Prosperous Community).

3. Results and Discussion

Accountability is a very complex issue for policies that are collaborative or involve multiple stakeholders due to the lack of clarity over who is responsible for the results and objectives achieved. Relationships in organizations that are collaborative tend to generate perceptions of competing stakeholders in defining policy outcomes.

To achieve accountability in the implementation of poverty alleviation policies in Merauke Regency, which are complex in nature, collaborative means are needed between sectors related to these policies. The following is the collaboration process as an accountability strategy in poverty alleviation policies in Merauke Regency, which is seen from the accountability aspects, including:

3.1 Forging Initial Agreements

Agreements designed in the collaboration process consist of formal and informal agreements. Formal agreements are important factors and have the advantage of supporting collaboration accountability. Therefore, the need for multiple prior agreements between stakeholders or change agreements between them is likely to occur. Forging initial agreements emphasize that while informal agreements can work in a collaborative process, formal agreements have the advantage that they support accountability. Some formal agreements such as mandate, broad objectives, decision-making structure and many more. Thus, in this study, looking at the agreements made by stakeholders in poverty alleviation policies, both formal and informal agreements (regulations). Because the agreement is an important part in creating accountability. The agreement covers the broad aspects that become the agreement or initial agreement.

Table 1.
Result of Reduction of Dimensions of Forging Initial Agreements in Accountability of Poverty Policy Implementation in Merauke District

Dimension	Informant	
	Non-Government	Government
Forging Initial Agreements	Has supporting and inhibiting factors Rules are still ambiguous No specific agreement The same goal with the government	The absence of regional regulations and technical regulations Has supporting and inhibiting factors Poverty alleviation forum has not been effective yet

Source: Reduction Results, 2022

Based on the reduction data above, it shows that the implementation of mitigation policies in Merauke Regency from the Forging Initial Agreements dimension, namely poverty reduction is formally regulated in Merauke Regency Regional Regulation Number 7 of 2014 concerning Poverty Reduction in Merauke Regency. However, in the aspect of technical regulations that are effective and used as references in poverty alleviation in Merauke Regency, there is not yet any handling in the form of cross-sectoral forums to accommodate stakeholders in poverty alleviation. In addition, accountability for poverty alleviation in Merauke Regency does not have certain agreements, agreements are only built normatively (informally) through a common vision or goal in the context of poverty alleviation. Then, the implementation of poverty reduction has supporting factors in its implementation, namely: a) There is cooperation between stakeholders and the object of poverty; b) The existence of cultural support / culture of the local community; c) The existence of formal and informal educational infrastructure, health facilities and infrastructure based on healthy living; and d) The availability of infrastructure for the development of people's economic business.

In addition, the inhibiting factors in poverty alleviation are: a) The existence of a marginalized family income gap in urban areas; b) The existence of government programs/activities that are not priority in poverty alleviation at skpd/technical agencies; c) Lack of community participation in poverty alleviation efforts within the regional/regional scope; and d) Lack of labor-intensive activities involving poor communities/heads of families in urban or urban areas. In general, the most dominant factors in poverty alleviation in Merauke district are: a) Difficulty in reaching development areas; b) Low level of education; c) Weak public awareness to be more independent; and d) People's lifestyles that still use the old and bloody patterns.

3.2 Building Leaders⁹

Building leadership in cross-sector collaboration is likely to succeed when they have committed sponsors and effective advocates at multiple levels who provide formal and informal leadership. The formal leadership role (building leadership) is an important element in the cross-sectoral collaboration process.

The role of the leader consists of sponsors and supporters, sponsors are individuals who have authority and access to resources even though they are not intensively involved in the collaboration process. While supporters are individuals who intensively focus on the collaboration process and achieve collaboration goals. Leaders have the authority to provide resources in a cross-sectoral collaboration process, an authority that held in using available resources is an important indicator that supports successful policy implementation.

Table 2.
Results of the Reduction of the Dimensions of Building Leadership in Accountability of Poverty Policy Implementation in Merauke Regency

Dimension	Informant	
	Non-Government	Government
Building leadership	<ul style="list-style-type: none"> - Budget and communication policy holders - Forming a poverty alleviation team - Not optimal coordination - The division of tasks is not right - Human resources are not maximized - The role of the leader has not been maximized in coordination and communication with stakeholders - The regional head as the main actor 	<ul style="list-style-type: none"> - The regional head as the main actor and policy holder - Stakeholders in poverty alleviation are local governments, NGOs/observers and the community - HR in poverty alleviation is carried out in collaboration

Source: Reduction Results, 2022

Based on the results of the research reduction above, it shows that the implementation of poverty alleviation policies in Merauke Regency is from the dimension of building leadership, namely in poverty alleviation in Merauke Regency. have not been able to demonstrate success in the aspect of leadership both formally and informally. Then, in this poverty alleviation policy, the utilization of human resources has not been maximized, which can be seen from the involvement of actors that is still not comprehensive and is still dominated by the local government and the division of tasks in poverty reduction that has not been effective and efficient in reducing poverty in Merauke district.

Table 3.
Merauke Regency Poverty Data 2020-2021

Merauke Regency Poverty Data	<p>The percentage of poor people (population below the Poverty Line) in 2021 is 10.16 percent, an increase of 0.13 percentage points compared to 2020. The number of poor people in 2021 is 23.83 thousand people, an increase of 0.94 thousand people against towards 2020.</p> <p>The percentage of poor people in Merauke Regency in 2021 is in the 1st (first) lowest rank out of 29 regencies/cities.</p> <p>The Poverty Line in 2021 was recorded at Rp. 387,443,-/capita/month, an increase compared to the Poverty Line in 2020 which was recorded at Rp. 366,296,-/capita/month.</p>
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Source: BPS Merauke Regency, 2021

The role of leaders in carrying out poverty alleviation policies is also not maximized in coordinating and communicating with stakeholders involved in poverty alleviation, this can be seen from the existence of several overlapping programs from other poverty programs, and also the inactive poverty alleviation forum.

3.3 Building Legitimacy

The dimension of building legitimacy in relationships for cross-sector collaboration in implementing policies is the process of creating legitimacy among stakeholders who collaborate to be trusted and are expected to be trusted for the sake of collaboration. To build legitimacy through achieving consensus or acceptance on the sharing and integration of information across sectors, continuous interaction and negotiation among all institutions or institutions is essential. Through interaction, congruent understandings and common goals emerge and become valid through ongoing negotiation and modification.

Table 4.
Results of Reducing the Dimensions of Building Legitimacy in Accountability for Poverty Policy Implementation in Merauke Regency

Dimension	Informant	
	Non-Government	Government
Building legitimacy	<ul style="list-style-type: none"> - Support from Laws and Regional Regulations - There is trust from the community - Mentoring is going pretty well - A common goal for poverty 	<ul style="list-style-type: none"> - Support from Regent's Regulation - Holding Focus Group Discussions - Regional head as coordinator - Programs for each department or agency

Source: Reduction Results, 2022

Based on the data reduction above, it shows that the implementation of poverty alleviation policies in Merauke Regency which is seen from the dimension of building legitimacy, namely the existence of regulatory support from Laws and Regional Regulations (Perda Merauke Regency Number 7 of 2014 concerning Poverty Alleviation in Merauke Regency). However, these rules or regulations in the implementation of poverty reduction policies in Merauke district have not been maximally implemented because these rules have not been revealed in the form of technical or technical guidelines in poverty alleviation.

Then, to build legitimacy in poverty alleviation, a focus group discussion was held in which the regional head was the coordinator. Legitimacy in poverty reduction in Merauke district is also supported by public trust and poverty reduction assistance staff carried out by each agency such as the Social Service and the Village Community Empowerment Service (DPMK). However, this has not been running effectively, the implementation of the poverty program is carried out by each agency and has not been through a joint agreement in the poverty reduction coordination forum that has been formed.

3.4 Building Trust

The relationship of trust between stakeholders in the sectors is the essence of collaboration. Stakeholders build trust through sharing information and knowledge and implementing agreed commitments. On the other hand, if commitments are not implemented, it can lead to distrust of each other among stakeholders which can hinder policy accountability. The emergence of trust is shown by mutual trust in each other that each stakeholder will carry out his role and duties. Cross-sectoral collaboration is more likely to be successful when trust-building activities (such as nurturing cross-sectoral and cross-cultural understanding) are sustainable. Trust can consist of interpersonal behavior, belief in organizational competence and expected performance,

Table 5.
Results of Building Trust Dimension Reduction in Poverty Policy Implementation Accountability in Merauke District

Dimension	Informant	
	Non-Government	Government
Building trust	<ul style="list-style-type: none"> - There is initial trust between SKPD - Build commitment by providing assistance - Carry out the main duties and functions according to their respective programs 	<ul style="list-style-type: none"> - There is commitment and integrity in solving the problem of poverty - The existence of a poverty program as a shared commitment in overcoming poverty

Source: Reduction Results, 2022

Based on the results of the research reduction above, it can be seen that in the implementation of poverty alleviation policies in Merauke Regency, the dimension of building trust is a shared

commitment to solving poverty problems in Merauke Regency which is carried out in accordance with the program of each agency or SKPD. This is supported by the initial trust between SKPDs that was built and the support of the program as an effort to solve the problem of poverty. This initial trust is related to the trust in the resources owned by each agency to implement poverty reduction programs.

Building trust in poverty alleviation is carried out by carrying out programs in accordance with the duties and functions of each agency, and in implementing the program, each agency or stakeholder that has a poverty program conducts cross-sectoral coordination to avoid misunderstandings and to build cooperation. However, effective coordination should be carried out in a joint forum that has been formed, but the forum has not been effectively running, so the coordination carried out is only limited to inter-agency coordination.

3.5 Managing Conict

Conflict in collaboration can occur when there are different goals and expectations from stakeholders that encourage them to work together. Managing conflict is one of the important things in collaboration. In addition, conflict will arise if the levels of organizations working together are not equal. Power issues are the main cause of conflict. Resources and tactics must be used to equalize statusorganization.

Table 6.
Result of Reduction of Dimensions of Managing Conict in Accountability of Poverty Policy Implementation in Merauke District

Dimension	Informant	
	Non-Government	Government
Managing conflict	<ul style="list-style-type: none"> - Equivalent organizational level, namely SKPD - The conflict that arises is the ego between SKPD - Conflict resolution by holding meetings and coordination 	<ul style="list-style-type: none"> - Differences in perceptions and targets for poverty alleviation trigger conflicts between actors

Source: Reduction Results, 2022

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Based on the results of the reduction of the research above, it shows that the implementation of poverty alleviation policies in Merauke Regency is on the dimension of managing conflict, namely conflict resolution by holding meetings and coordination to avoid differences in perceptions in order to overcome poverty problems in Merauke Regency. The trigger for conflict in poverty alleviation is due to the sectoral ego between SKPDs where these SKPD actors have equal levels so that they are very vulnerable to conflicts such as delegating their duties or main tasks to each other, as is the case with regard to poverty data collection which is delegated to the Social Service, where this poverty data collection is carried out. It should not only be imposed on the Social Service but also for the roles of other SKPDs such as the Village Empowerment Service, BPS, and others.

For this reason, in order to manage conflicts that occur in poverty alleviation in Merauke Regency, meetings and coordination are held that are useful to clarify the responsibilities of each stakeholder in implementing poverty alleviation policies facilitated by the regional head of Merauke Regency, but have not run optimally. The current effective management of conflict is carried out with direct coordination, both formal and informal, carried out by each agency.

3.6 Planning

Cross-sectoral collaboration is most likely to be successful if deliberate, emergent planning is made and if it uses stakeholder analysis, emphasizes responsiveness to key stakeholders, uses processes to build trust and capacity to manage conflict, and builds specific competencies for collaborators. To carry out the collaboration process successfully, careful planning is needed to achieve the goals. The implementation of poverty policies carried out by various interest groups is possible to synergize planning in one mission and goal.

Table 7.
Results of the Reduction of the Dimensions of Managing Conict in the Accountability of Poverty Policy Implementationin Merauke Kabupaten

Dimension	Informant	
	Non-Government	Government
Planning	Formation of Regional Working Teams in the planning process	Identifying resources and poverty problems
	The division of duties and responsibilities of each actor is carried out at the work meeting	Conducting FGD among stakeholders in setting policy directions Setting regulations

Source: Reduction Results, 2022

Based on the results of the research reduction above, it shows that the implementation of poverty reduction in the planning dimension is the formation of a regional work team that has duties and responsibilities in poverty alleviation by identifying resources and poverty problems in Merauke district. Then, the work team that was formed carried out the planning process by setting policy and regulatory directions for poverty alleviation through meetings or meetings so that policies or programs to solve poverty problems were formulated which were included in the Regional Medium Term Development Plan (RPJMD) of Merauke Regency. However, the implementation of planning at the level of the poverty reduction coordination forum has not shown maximum results. such as producing regulations and poverty alleviation programs. Poverty reduction planning activities at the TKPKD level are still in the program mapping stage carried out by the Merauke Regency Bappeda Team, and poverty alleviation planning is mostly carried out at the level of each SKPD.

4. Conclusions

The collaboration process as an accountability strategy in poverty alleviation policies in Merauke Regency is seen in the aspects: 1) Forging Initial Agreements in poverty reduction are formally regulated in Merauke Regency Regional Regulation Number 7 of 2014 concerning Poverty Alleviation in Merauke Regency. Cross-sectoral forums to accommodate stakeholders in poverty alleviation have not been effective. In addition, accountability for poverty alleviation in Merauke Regency does not have certain agreements, agreements are only built normatively (informally) through a common vision or goal in the context of poverty alleviation; 2) Building leadership in poverty alleviation in Merauke district The Head of Region as the main actor and holder of poverty alleviation budget policies through a poverty alleviation team that was formed but has not been running effectively, so that it has not been able to demonstrate success in leadership aspects both formally and informally; 3) Building legitimacy in poverty alleviation is carried out in a focus discussion group where the regional head is the coordinator. Legitimacy in poverty reduction in Merauke district is also supported by local regulations, trust from the community and poverty reduction assistance staff carried out by each agency; 4) Building trust, namely the existence of a shared commitment in solving the problem of poverty in Merauke Regency which is carried out in accordance with the program of each agency or SKPD. This is supported by the initial trust between SKPDs that was built and the support of the program as an effort to solve the problem of poverty. This initial trust is related to the trust in the resources owned by each

agency to implement poverty reduction programs; 5) Managing conflict by holding meetings and coordinating to avoid differences in perceptions in order to overcome the problem of poverty in Merauke district. To manage conflicts that occur in poverty alleviation in Merauke Regency, meetings and coordination are held that are useful to clarify the responsibilities of each stakeholder in implementing poverty alleviation policies facilitated by the regional head of Merauke Regency, but it has not been running optimally. The current effective conflict management is carried out with direct coordination, both formal and informal, carried out by each agency. 6) Planning in the implementation of planning at the level of this poverty reduction coordination forum has not shown maximum results, such as producing regulations and poverty alleviation programs.

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