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**“The Changing Course of Policy Failures and Policy Success: Sustaining
Effective Policy in The Contemporary Governance Challenge”**

COMMITTEE

- Advisor : Dr. Ardiyanto, M.Si.
Dr. Hadi Prayitno, M.Kes.
Dr. Nur Dyah Gianawati, MA Dr.
Anastasia Murdyastuti, M.Si.
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Hadi Prayitno, M.Kes.
Dr. Nur Dyah Gianawati, MA Dr.
Anastasia Murdyastuti, M.Si.
- Layouting : Regina Elisa Wijayanti
Dani Nur Hadiyanto
- Cover Design : Kukuh Ugie Sembodho

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UPT. Penerbitan Universitas Jember

Jl. Kalimantan 37 Jember, 68121

Telp. 0331-330224

e-mail: upt-penerbitan@unej.ac.id

PREFACE

In this volume, we present detailed results from 2019 International Seminar Series on Regional Dynamic organized by Faculty of Political Science, the University of Jember. The manuscripts cover all of the surveys and analyses on the historical and current context of government policies in Indonesia. We believe that this publication is an important source of analytical data on government policies and provides a basis for following the development of government policies in Indonesia.

The Theme of 2019 Annual Seminar Series was organized based on a sample that was drawn from the socio-political context on the dynamic of government policies on education, law, politics, business on state and non-state enterprises, community development, and the current context of regional autonomy in Indonesia. On behalf of the editorial board, I hope this year seminar will bring some initiatives for the government to develop their policies especially on public services. Additionally, we also hope there will be a continuation of similar academic activity by other institutions in order to keep the sustainability of the idea of regional dynamic on government policies in Indonesia.

Jember, 29 July 2019

Editor

Rachmat Hidayat

TABLE OF CONTENTS

Committee	i
Preface	iii
Table Of Contents	iv
Analysis Of Family Empowerment Based Agriculture In Increasing Family Economy And Child Growth	1
Business Institutions Of Cultural Farmers In Improving Competitiveness In Bondowoso Regency	14
Can collaborative leadership be a soul for development of sustainable tourism? : study in karanganyar district	25
Coastal Community Empowerment Strategy And The Role Of Local Informal Leaders	38
Collaborative Governance In The Management Of Plastic Waste Banks In Pasuruan Regency East Java Province	51
Community Participation In Tourism Management Of Dipowinatan Tourism Village In Yogyakarta	61
Coordination Poverty Alleviation Program, An Analysis Based On Instrumental And Institutional Perspective	75
Design Of Pancasila In Troika Trains	88
Differences Of Job Satisfaction Among Three Generations: A Study In Pt Asdp Indonesia Ferry (Persero)	94
Evaluation Of Policy Implementation 2018 Visit Year As An Effort To Improve The Economic Independence Of The Community In Sumenep Regency	104
Financing And Institutional Models Of Soy Products	114
Impacts Of Traditional Market Revitalization On The Traders' Capital Expenditures In Situbondo	122
In Search Of Divinity: Paving The Path For Spiritual Tourism In Garut Regency, Indonesia	130
Innovation of Local Village Budgeting Management : "The Case Study of Banyuwangi Regency Electronic Village Budgeting"	140
Mainstreaming Public Trust For Agrobiotechnology Development: Preliminary Findings From Indonesia	150

Poverty, Regional Legacy in Strength Prespective	159
Risk Management Of Oyster Mushroom Agribusiness In Jember District	169
Smart City's Success: The Importance Of Stakeholder Collaboration	175
Society Advocacy Coalition In Public Dialogue As Public Policy Making	184
The Analysis Of Potential Restaurant Tax Revenue In BanyuwangiRegency	190
The Analysis Of The Village Law Implementation Policy By Using Edwardlii Model Approach In Garut	201
The Effect Of E-Procurement Application And Employee Competency Toward Employee Performance (Study At Lpse And Ulp Government Of Surabaya City)	206
The Effect Of Market Orientation, Branding, And Organization Performance On Small-Scale Businesses Of Biotechnology-Based ProductsIn Jember	213
The Effort Of West Sumatra Province To Embrace Halal Tourism	223
The Identification Of Learning Needs As The Beginning In Organizing Empowerment Program At Pandhalungan Society In The Purlieus Of Jember	232
The Katingan Conservation Program For Borneo As A SustainableDevelopment Strategy At Katingan Regency, Central Kalimantan, Indonesia	238
The Service Quality Of The Mining Business Permit (Study In TheIntegrated Business Permit Service Agency Of Tasikmalaya City)	245
The Success Of Policy Advocacy In Public Dialogue As A Policy Making	261
Understanding Peace Formation: A Sociological Perspective	267
Village Innovation Through Village Information Administration System (Said) In Bondowoso District East Java Province	277

COORDINATION POVERTY ALLEVIATION PROGRAM, AN ANALYSIS BASED ON INSTRUMENTAL AND INSTITUTIONAL PERSPECTIVE

Gugun Geusan Akbar, Ikeu Kania , Aceng Ulumudin, Abdullah Ramdhani
Program Studi Administrasi Publik, Universitas Garut
gugun.ga@fisip.uniga.ac.id, kania.ikeu@fisip.uniga.ac.id aceng.u@fisip.uniga.ac.id
abdullah.ramdhani@fisip.uniga.ac.id

Abstract: Nowadays, the government has launched various programs for the poor people as a part of the poverty alleviation program. The launch of the various programs involved many parties so that coordination became one of the problems in the poverty prevention program policy in Indonesia. This research was aimed to analyse the coordination of poverty prevention program in Garut as one of the poorest districts in West Java Province. The research used qualitative methods. Data were collected through primary data and secondary data collection. Primary data was collected by interviews and focus group discussions. Secondary data was collected by a review of the literature and data sharing from magazines, reports, news media and others. As the analytical tool, it used the coordination perspectives of Cristensen and Laegreid which adduce the theoretical perspectives related with coordination between organizations, namely instrumental and institutional. The results of the study showed that coordination between organizations in the poverty prevention program is still not good and still has several factors that become obstacles. Suggestions that can be proposed are the need of leadership development that is collegial collectives. Another suggested thing is the need of common arena development that is aimed to be communication instrument, vision equalization, mission and objectives. It is also aimed to make more integrated program planning from each organization so that the coordination inhibiting factors can be eliminated.

Keywords: Poverty Prevention, Coordination Between Organization, Instrumental Perspective, Institutional Perspective

1. Introduction

Garut Regency is one of the underdeveloped regency in West Java Province. In the last decade, it was recorded that the average percentage of poor people was 12.63%. It was higher than the national average (11.47%) and West Java Province (9.51%). (BPS Garut Regency 2017).

Local Government has striven to reduce the poverty through poverty prevention program from both central government and initiative of regional. In its implication, there are many institutions and organizations involve in poverty prevention program.

The large number of poverty alleviation programs from central and regional initiatives caused overlapping the implication of duties and related organizations' function. This dysfunction potential will increase if the management or implementations of policies become more complex. Another thing that appears is the competition and conflict both vertically and horizontally. It is because every management organization of poverty prevention programs feels that they are the most

rightful. It makes the program runs partially. This condition also is disadvantageous for poverty prevention programs, especially in Garut Regency.

In this condition, the coordination between organization becomes one of the compulsions because if the coordination does not produce the expected and ineffective output, then the problem can be in dysfunction institution or coordination between related institution and organization (McGill: 1996). This paper will discuss coordination between organizations in poverty alleviation programs in Garut Regency.

2. Theoretical Review

Cristensen et al (2007:20) mentioned four perspective related with coordination between organization: The Instrumental-Hierarchical Perspective, The Instrumental-Negotiation Perspective, The Institutional-Culture Perspective dan The Institutional-Myth Perspective.

The Instrumental-Hierarchical Perspective and The Instrumental-Negotiation Perspective are the representation of formal hierarchical structure approach, while The Institutional-Culture Perspective and The Institutional-Myth Perspective represent network-based approach.

The Instrumental-Hierarchical Perspective assumes that organizational design and the relationship between organizations are made in order to achieve the expected results, therefore the leaders act instrumentally by giving preferences to make clear goals, formal rules, and clear working distribution within the organization and between organizations. Instrumentally, leaders are more likely to see intra-organizational coordination as more profitable than inter-organizational coordination, because it is easier for a leader to handle intra-organizational coordination. However, coordination between organizations is sometimes needed, and therefore leaders have to identify strategies in order to overcome the challenges in the coordination, for example by focusing on inter-organizational meetings that facilitate how to share information and make decisions.

The Instrumental-Negotiation Perspective emphasizes that divergence of interests, coalitions, negotiations and conflicts are fundamental feature of a political system. Unlike the hierarchical perspective, the negotiating perspective emphasizes that the actors want to pursue different interests and goals. Single actors will participate in the coalition if they see that participation accommodates their interests (Christensen et al 2007). Therefore, actors can use the inter-organizational coordination process to negotiate.

The Institutional-Culture Perspective emphasizes that informal and cultural features are more important than formal and structural features in the inter-organizational coordination process. Organizational culture influences the way an organization actually function. Organizations' Members adapt with the values, norms and traditions that have developed in the organization time to time. The values of norms and traditions are frequently more informal than formal. The logic of conformity "guides" the actions of organizations' members and understanding of the

appropriate action often differs from one organization to another (Christensen et al. 2007: 37-40). In addition, the actions of organizations' members depends on habit, and organizations' members often use traditional strategies in order to solve the problems (Christensen et al 2007). The results of inter-organizational processes can be either strong coordination or weak coordination. It depends on whether the formal and informal processes of the organization are compatible with each other or not.

The Institutional-Myth Perspective considers that the environment will influence how organizations act together and the inter-organizational coordination process they made. The method can ensure bigger legitimacy even when the organizations involved do not use instrumental methods to solve actual problems by finding new solutions.

The institutional environment can influence the way organizations design organizational structures (Rovik 2007). 'More or less, myth is a recipe for designing an organization' (Christensen et al. 2007: 59). Myths can own important effects related with the activities of organizational structures and processes both within and between organizations. The main conception is that organizations operate in an institutional environment where they are faced with created social norms and how they should be designed and how they have to function '(Christensen et al. 2007: 57).

These four theoretical perspectives give insight about the working mechanism and the potential outcomes of the inter-organizational coordination process. This perspective also offers a different perspective in the form of relations between organizations and it can explain the process of inter-organizational coordination when several public organizations are involved.

3. Methods

The research used qualitative methods. The data were collected through primary data collection and secondary data. Primary data was collected by doing interviews and focus group discussions. Secondary data was collected through a review of the literature and data sharing which was obtained from magazines, reports, news media and others.

4. Results and Discussion

Nowadays, there is still 11.27% of the population in Garut Regency which is categorized as poor people. This number is 0.34% less than 2017 (11.64%), but the number is still quite high compared with the poverty rate of West Java Province (7.95%) and the national poverty rate (9.82%). In the context of poverty reduction, there are 22 poverty prevention programs in Garut Regency, which come from the center and the regions that are managed by various Regional Work Units of Garut Regency.

a. The Instrumental-Hierarchical Perspective

The results of this study showed that leadership factors are still a causative factor of coordination problem. Therefore it is necessary to have togetherness in

leadership or collegial leadership. It is leadership factors that grow from either formal or social sources. Togetherness is a form of coordination among those who have interdependence out of their respective routine tasks.

Another point of leadership is in existing situations and conditions where there are various interests. It means there are still sectorial egos and various other organizational obstacles, the type of leadership that is suitable to overcome the obstacles must be chosen. That leadership must encourage unity of action because of the coherence of interests or benefits felt by the actors.

The variety of interests, goals, visions, missions and programs that exist in management poverty prevention programs organizations requires a leadership approach that is able to encourage unity of action because of the cohesiveness of the interests or benefits felt by the actors. Second, the current political system where a leader can be replaced at any time and with various organizations involved, collegial leadership is needed.

In The Instrumental-Hierarchical Perspective, leadership is an important things. This is similar with the opinion of Alexander (1995) who said that weak leadership can obstruct the coordination between organizational coordination.

Proactive leadership will be able to encourage coordination. In contrast, a lack of active leadership can obstruct inter-organizational coordination (Alexander 1995). Leadership usually has both formal and informal aspects. In addition, leaders must negotiate in different situations. On the formal side, leaders must implement goals and make decisions, and ensure that they continue monitoring the results of implementation and decision making. On the informal side, informal leadership involves 'informal interactions with people within a formal organizational framework' (Christensen et al. 2007: 101).

Inter-organizational coordination often involves very complex processes and requires decision making. Therefore leadership plays an important role in monitoring the implementation of decisions that have been made and agreed. Furthermore, coordination between organizations requires leaders who focus on discussions and find appropriate solutions more than leaders who only give instructions formally without the process of finding solutions through discussion.

These days, there is The Presidential Regulation about the coordination team of poverty alleviation, but the Presidential Regulation has not been elaborated in an operational regulation in terms of coordination between organizations managing poverty prevention programs. Based on the theory and the rules, this Presidential Regulation should actually be an opportunity to support the creation of cooperation between other agencies / organizations in equal positions. The equal position is a precondition and indicator of the creation of a coordinative joint management.

Coordination runs effectively when it is governed by a set of valid rules (Brinkerhoff and Crosby, 2002: 124). This is because the right division of functions and responsibilities in an organization decides who, what, when and how to do. Therefore, the existence of a formal division of labor encourages the coordination process because

it guides organizational behavior in relation to coordination between organizations. Rules are one of the ways in which behavior is formalized, rules determine who "can or cannot do, what, when, where to do, to whom, and with what permission" (Mintzberg, 1979: 82).

The division of labor formally sets clear boundaries between organizations by drawing boundaries based on the duties and responsibilities. Written rules make people in an organization know about who to do, when, and how. Formal division of labor not only forms the basis of coordination, but also the coordination structure. However the division of labor is very important in the effectiveness of coordination and it is a fundamental problem. In this case, Gulick (1937) argued against the division of labor and coordination used. Gulick explicitly states that the dynamic relationship between the division of labor and coordination in organizations is important. The existence of labor division is an indication of stronger coordination in the organization and conversely the absence of labor division indicates weak coordination (Christensen and Laegried, 2008: 101).

Therefore, the functional definition of all work should provide an understanding of how important it is to improve coordination in inter-organizational activities. Coordination failed when there was a lack of success in the division of labor. The lack of clarity about the division of labor has also created an ambiguity in inter-agency roles which has caused a lack of inter-agency coordination.

The ambiguity of role leads to conflicts between institutions about who will do what. As a result, coordination is obstructed. Policy implementation failed because of a lack of direction and misunderstanding about who will do what and when, along with the lack of proper division of labor.

As a conclusion of the research's results, it is presented that the division of labor in each program management organization is still felt unclear by each organization. This lack of clarity is due to two things: the first is due to weak rules related with the Regent's Regulation on Poverty Prevention Coordination; the second, the unclear main duty and function of each organization that implementing poverty prevention programs.

b. The Instrumental-Negotiation Perspective

The feel of trusting each other and positive experience can make the process of inter-organizational coordination become more efficient. Otherwise, distrust and negative experience can obstruct the coordination process between organizations. It causes the difficulties of decision making (Alexander 1995). Negative experiences tend to make organizational members more skeptical and involve perforce in the inter-organizational coordination process.

Coordination between organizations can be enhanced when mutual trust and positive experience unite and work together efficiently. Distrust and negative experience can defy the inter-organizational coordination process (Alexander 1995). Trust will always be an important element of the organization members' efforts to act appropriately.

Most of the informants believe that trust and positive attitudes are important in building coordination between organizations. But in practice positive beliefs and attitudes are difficult to develop because of other factors that are still become an obstacle of leadership and positive attitudes.

The results of the study indicated that trust between the organization of poverty prevention program management and positive attitudes already exists but positive beliefs and attitudes are still not felt as an important part of coordination between organizations, especially when it collide with the concerns of each organization.

c. The Institutional-Culture Perspective

A cultural perspective views that organizational leaders do not control everything in an organization, or all interactions between organizations. Informal features, such as purpose, decision making and general behavior can strengthen formal and instrumental behavior, or become a barrier if leaders pursue goals or interests that test the main values of organizational culture. Therefore, organizational culture can strengthen or weaken relations between organizations.

The factor that can be seen in a cultural perspective is planning. One of the conditions for effective coordination activities is to pay attention to the planning aspects. Coordination should have been prepared since the planning stage of the activity or program is maintained as a continuous process.

Coordination measures include all processing of information needed to coordinate the work of people and machinery in the organization. This involves for example information gathering, contract negotiations, managerial decision making, planning, control processes and protecting against the risk of opportunistic behavior (Malone at all 1987).

Therefore, Westra (1983: 55) emphasizes that to make effective coordination activities, it should consider the planning aspects. Coordination should have been prepared since the planning stage of the activity or program is maintained as a continuous process. In poverty prevention programs where there are many stakeholders, cross-sectoral planning is absolutely needed. Effective cross-sectoral planning requires dialogue, discussion and hearings to examine each planning item.

The implementation of poverty prevention planning in Garut Regency fundamentally has followed the national and regional development planning system, where the planning process or stage starts from: 1. preparation of the initial design; 2. the implementation of Development Planning Discussion; 3. preparation of the final draft; and 4. plan determination. These stages include long-term planning (RPJPD), medium-term planning (RPJMD and SKPD Renstra), annual planning (RKPD and Renja SKPD).

The implication of Development Planning Discussion is one of the important stages to integrating all views, aspirations, and input from various stakeholders in order to obtain an aspirational development plan formula. Development Planning Discussion is carried out by the relevant Regional Work Unit (SKPD) in the scope of

village, sub-district, and district by involving community institutions or organizations in their field.

In implementing planning, especially in the field of poverty prevention programs, the Government of Garut Regency has established a participatory planning mechanism. Participatory planning in the field of poverty prevention has seven focuses, namely 1) Planning & budgeting regulations; 2) The implementation of consistently public information disclosure regulations 3) Systems & methods for implementing Development Planning Discussion; 4) Capacity of local governments, communities and DPRD in planning & budgeting; 5) Optimizing sources of funding outside the Regional Income and Expenditure Budget (APBD) in poverty prevention & community trust funds; 6) Integration of planning for effective prevention programs with regional planning systems; and 7) Increasing the budget allocation for poverty reduction to fulfill basic rights. However, based on the results of the evaluation carried out by the seven factors, they still did not go as expected.

Tabel 1
The Evaluation Result toward Participative Planning in Poverty Allevation

NO	Issue Focus	Achievement
1.	Planning & budgeting regulation	Already running but not optimal
2.	The implementation of consistently public information disclosure regulations	Already running but not optimal
3.	Systems & methods for implementing Development Planning Discussion	Already running but not optimal
4	Capacity of local governments, communities and DPRD in planning & budgeting	Already running but not optimal
5	Optimizing sources of funding outside the Regional Income and Expenditure Budget (APBD) in poverty prevention & community trust funds	Already running but not optimal
6	Integration of planning for effective prevention programs with regional planning systems	Already running but not optimal
7	Increasing the budget allocation for poverty reduction to fulfill basic rights	Already running but not optimal

Source : LPK Garut 2017

Based on the data in table 1, it showed that the seven issues focus on participatory planning and budgeting have been running but the results have not been optimal.

The implication of not optimal planning is the delay of a program or an important action. The consequence is the loss of the joint action momentum. Momentum is lost, because the delay factor in decision making as a result of coming in coordination meetings is a member of the organization that does not have the capacity and authority to make strategic decisions.

The research results show that the planning of the principles has been done formally, both through the development planning and planning deliberation paths initiated by the Poverty Reduction Coordination Team specifically for poverty reduction programs. But the obstacle in this planning is the lack of quality of human resources involved in the planning process of each organization so that decision making in the synchronization of poverty reduction programs becomes too late. As a result of these delays, sectorial planning and negotiate planning finally emerged in which each organization put forward programs that they thought were good in relation to poverty prevention without looking at the effectiveness and efficiency and the impact of the program on poverty prevention programs.

Another factor that can be seen from the culture perspective is common goals. The similarity goals can encourage coordination. Otherwise, contradictory goals can obstruct coordination (Alexander 1995). The similarity goals of several organizations can encourage coordination between organization while contradictory goals of organization can obstruct its coordination. However, in its implication, coordination between organizations is often needed if two or more organizations have a common goal, because common goals always need clarification (Alexander 1995).

Furthermore, organizations can coordinate between organizations although there are conflicts between them. Sometimes, organizations must make decisions in inter-organizational processes regardless of the presence or absence of conflict. These situations often need the role of actors to make compromises. However, compromises are often needed in decision making when actors have different goals while decisions need to be made.

The success of coordination through the formal division of labor highly depends on the extents to which clear objectives for those who work to achieve it. Thus, the goal must be very clear. If it is not clear, the ineffectiveness of the organization's operations will arise as a result of the ineffectiveness of coordination. Badiru notes that "program objectives must be specific, clear and unambiguous" (Badiru, 2008: 51).

Van Meter and Van Horn stated that clear standard and objectives are needed to implement the effective policy (Van Meter dan Van Horn, 1975 : 465-66). When there is a lack of clear purpose, conflicting interpretations arise. It leads to ambiguity or lack of clarity in working and not being coordinated. Thus, the clearer the policy objectives is, the greater the possibility of labor division. Besides, there will be no ambiguity for workers. The clearer division of clear work will make better coordination.

According to the interview result, there is a tendency of factors that show the steps that has not been similar. The similarity of work steps has not been formed. It can be caused by the lack of shared vision. Each has its own vision.

The description above illustrates how various organizational units that involved in poverty prevention programs have their own perspectives. Each perspective guides activities or programs that are carried out later. It is interesting to conclude that every perspective is limited by the main duty and function based mindset. In addition to the existence of a diverse vision, the diversity is increasingly confined to the main duty and function boundaries of each organization, especially the main duty and function which is confined to the area of work.

The existence of inconsistency between each interest and sustainable activity explains that the implemented activities are limited by sectorial perception, and the main duty and function become limiting factors.

The tendency of the main duty and function orientation is increasingly appear when it is seen that the dependence that occurs in each activity is based on the needs of the activity at the time, not the shared needs that are bound by major actions or large strategies that go beyond all sectorial activities. This condition could be strengthened by the diversity of stakeholders who are the Autonomous Work Areas of each organization implementing poverty reduction programs. As far as the geographical scope and administrative authority are concerned, there will be more diverse stakeholders.

The result of the discussion showed that things that cause the existence of differences in objectives between the organization of poverty prevention program management is the absence of a master plan or grand strategy of poverty prevention programs, so that each member of the organization still carries its sectorial vision when joining and organizing poverty prevention programs.

The absence of master plan causes each organization brings its sectorial vision when implementing poverty prevention program. Theoretically either in public policy study or organization, strategy issue has an important role. Public policy with its level derivative is a strategy. Organization develops or stops can be caused by strategy possession factors. It means that strategy become an important thing in poverty prevention in Garut Regency.

Other result of this study is the lack of common goals that was caused by the absence of master plan. In order to achieve common goals, the commitment from all organizations to make a grand strategy or master plan in is not enough.

Designing and making a master plan in order to realize the common goals of an organization requires interaction between organizations that demand high levels of commitment as stakeholders who interact to build norms, rules, and processes to achieve collective goals. The desire to cooperate in coordination can be voluntary or a mandate based on profit to achieve individual missions that also support common goals.

Related with commitment in achieving common goals, it can be seen that each organizations' member have not found the advantages from the activity held. It encourages the weakness of common commitment.

From the results of the interview above, it can be concluded that the organization of the poverty prevention program has not been able to unite the common goals, this is due to the absence of a master plan that guides the organization in poverty prevention, and as a result each organization still carries its sectorial vision within the poverty prevention framework. Another thing that appears is the lack of commitment from each organization both individually and organizationally to the roles and contributions of each organization.

d. The Institutional-Myth Perspective

The similarity between cultural features (cultural perspective) and myth (mythical perspective) is that both of them are the products of the 'natural development process'. The process will often last for some time. 'However, cultural processes can be distinguished from mythical processes because they cause uniqueness or peculiarities, while the mythical process causes isomorphic or similarity between organizations, at least superficially' (Christensen et al. 2007: 171).

Otherwise, external processes in the form of myths can create homogeneity of the entire organization. The myth perspective emphasizes that the organizational environment influences how the activities of the organizational structure run, such as the inter-organizational coordination process. This can lead the enhancement of structural similarities in organizations, due to mimetic, coercive or normative processes (DiMaggio and Powel 1983). More or less, myths are clear recipes for designing an organization '(Christensen et al. 2007: 59).

The leaders of an organization need to manage norms in the organization to ensure legitimacy. Public organizations achieve legitimacy by using organizational reform methods and solutions that are considered modern and accepted by the environment over a period of time (Christensen et al. 2007: 124).

The thing that can be seen from the perspective of myth is the arena of meeting. The meeting arena is a forum or arena for coordination, in which members of the agency / office establish rules for decision making, share information, discuss policies and make decisions.

The forum, for example, can take the form of a meeting between the organizations involved. Otherwise, coordination between organizations can be obstructed if there is no place to meet (Jacobsen 2009). This kind of forum is a very important factor in making coordination between organizations efficient. However, the process of coordination between organizations can apply outside the arena, when the actors involved make joint adjustments. Horizontal arenas in meetings between organizations are very similar with networks. Network coordination involves the process of sharing information, planning together, making joint decision-making and conducting staff exchanges, and often will also have an organization with a hierarchical intra-organizational structure (Verhoest et al. 2007).

The poverty prevention program management organization plans regular meetings to be held every month in its work agenda. The meeting was designed to hold discussions with agencies / agencies including planning, budgeting, and reporting. But in practice a few of these meetings can be carried out well.

One of the indicators in the coordination process in the meeting arena is the existence of an interactive and scheduled meeting to discuss various issues that arise at any time. This is also another feature of coordination in the form of dynamic and institutionalized cooperation. However, the facts show that meetings can rarely be carried out according to the agenda and carried out irregularly. Meetings are only held as needed.

The level of attendance at each meeting was also still low, often attendance at meetings was less than two-thirds of those present, consequently decision making was also only taken by less than two-thirds of representatives of agencies or organizations. It causes two things: (1) the outcome of the decision is not an opinion or reflects the interests of the majority of stakeholders; (2) decision making becomes undemocratic because it is not attended by the majority of stakeholders. The agenda of each meeting generally also ranges between 2-3 agenda issues discussed. This indicates (1) the agenda of the issues discussed includes the less category because basically the problems in managing poverty prevention programs are quite complex and varied, and there are many problems that must be discussed; (2) the agenda discussed only reflects the interests of certain agencies or organizations; (3) not every organization has a clear agenda to work with other agencies.

Generally, information is collected from agencies by asking each agency or organization to provide some data needed in order to make decisions. Such a mechanism usually takes a long time. The collection depends on the agency or organization requesting information and its supply is very dependent on the readiness and willingness of the agency / organization requested to provide data and information. This information collection mechanism is efficient, but not effective.

The results of the interviews indicated the existence of ignorance or apathy from some program management organizations to other organizations.

The reason behind this tendency is rooted in the lack of sanctions in the form of reprimand given to public organizations if they are negligent and cannot carry out their functions properly. One of the reasons for this is the existence of partisan politics (patron-client relations) between officials and employees in the local government and political parties, where officials and officials of the Regional Government feel "safe" and protected when they have political support from political parties certain so that they tend to be apathetic towards matters relating to public services. Partisan politics also causes the State Civil Apparatus to think and act on the basis of the consequences of logic rather than the logic of conformity, which means that the tradition of apathy towards the rules and has been institutionalized in the civil service.

Based on the research findings, it can be charted based on these four perspectives:

<i>The Instrumental</i>		<i>The institutional</i>	
<i>Hierarchical Perspective</i>	Negotiation Perspective	Culture Perspective	Myth Perspective
The weak leadership	The manner of trusting each other that is still clash with its interest.	Planning that has not been optimal	Meeting arena that have been available yet
The weak rules		There is still an inequality objective.	The information flow that have been good yet.

5. Conclusion and Recommendation

The coordination of poverty prevention in Garut Regency still has several factors that become obstacles. There are still leadership problems that have implications to rules that have not been made. It brings unclear job distribution. It is compounded by the planning that has not been optimal and objectives that has not been equal. Another thing is that there is no available arena for meetings and poor of information.

Suggestions that can be proposed are the need of leadership development that is collegial collectives. It means the collegial collectives that overcome formal bond or formal structures. Then, this collegial collective's leadership arranges clearer and more detailed rules with the division of labor and coordination of the organization of poverty prevention programs.

Another suggested thing is the need of common arena development that is aimed to be communication instrument, vision equalization, mission and objectives. It is also aimed to make more integrated program planning from each organization so that the coordination inhibiting factors can be eliminated.

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