



## Coordination of the implementation of poverty alleviation programs: a literature review

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### ABSTRACT

This article aims to analyze several articles on the topic of coordination in the public sector using the literature review method. Results This study addresses the importance of coordination at different levels of government, organizations, and companies, which is a complex challenge and depends on the specific context. Hegele (2018) found that government coordination is more often focused on structural structuring than policy substance. Shi & Gao (2016) emphasized that the effectiveness of global account management is greatly influenced by operational conditions. Rios (2015) underlines the importance of intergovernmental coordination in addressing drug trafficking in Mexico, while Dieperink et al. (2018) point out that multilevel governance coordination is essential in managing urban flood resilience. These findings emphasize that for poverty alleviation programs, the Indonesia government must build effective multi-stakeholder coordination to ensure the successful implementation of the programs.

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## INTRODUCTION

Poverty is a basic deficiency that hinders the possibility of human development. Therefore, poverty eradication must be an important goal for people on this earth (Hughes, 2007). The problem of poverty is very complex so that it requires good supervision in the implementation of poverty alleviation programs and activities by the National Team for the Acceleration of Poverty Alleviation (TNP2K), as stated in Presidential Regulation Number 15 of 2010 Article 9 letter c so that poverty alleviation programs prepared by Ministries, Institutions and Regional Governments can be synergized, synchronized, harmonized and well integrated to overcome poverty.

Based on the publication of data from the Central Statistics Agency (BPS) (2024) the number of poor people in March 2024 was 25.22 million people, a decrease of 0.68 million people compared to March 2023 and a decrease of 1.14 million people compared to September 2022. The percentage of poor people in March 2024 was 9.03 percent, down 0.33 percentage points from March 2023 and down 0.54 percentage points from September 2022. Meanwhile, the Poverty Line in March 2024 was recorded at Rp582,932,-/capita/month with the composition of the Food

Poverty Line of Rp433,906,- (74.44 percent) and the Non-Food Poverty Line of Rp149,026,- (25.56 percent). In March 2024, the average poor household in Indonesia has 4.78 household members. Thus, the average size of the Poverty Line per household is Rp2,786,415/poor household/month.

Poverty according to Amartya Sen is the condition of a person's inability to meet basic needs for life such as food, health and education (Chakravarty, 1983). Poverty is also defined as a lack of freedom substantively. This condition of poverty also affects a person's physical and mental condition because of the economic conditions that are quite severe. In addition, people with poor conditions will have an effect on psychology, feelings of dissatisfaction, unhappiness and worthlessness. Poverty itself provides a different picture for each person, and is used to describe a scarcity context experienced by society (Berger et al., 2018). Poverty also according to the public refers to the condition of lack of economic resources.

World Bank (2023) in its publication released that nearly 700 million people around the world live today in extreme poverty – they live on less than \$2.15 per day, the extreme poverty line. More than half of these people live in Sub-Saharan Africa. Then after decades of sustained global poverty reduction, a significant period of crisis and shock resulted in about three years of lost progress between 2020-2022. Low-income countries, which experienced an increase in poverty during this period, have not recovered and are not closing the gap. So important is poverty management, the United Nations (2024) has made poverty alleviation an important agenda by 2030, it is expected that extreme poverty will be 0%. On the contrary, Indonesia's target of extreme poverty is 0% by 2024.

## BACKGROUND OF THE STUDY

The background of the poverty problem in Indonesia is very complex and diverse. Over the past 50 years, Indonesia has experienced fairly rapid economic growth, which has translated into an increase in living standards for many, but not all, Indonesians. The country has seen major improvements in measurable indicators of human well-being, particularly poverty and inequality. However, challenges remain, including the resilience of Indonesia's poverty profile, with the incidence of effective poverty potentially lower among children and higher for men of prime age in agriculture (Hill, 2021). A successful fight against poverty requires the involvement of governments, civil society organizations, and individuals, to improve coordination, collaboration, and implementation of anti-poverty policies (Odekon, 2006).

The percentage of poverty during 2018 is still in double digits. The average poverty from 2012 to 2017 was 11.05%. In 2017 there was an increase of 0.5% compared to 2016 from 10.7%. Furthermore, starting in 2018, the poverty rate dropped to 9.66% from 10.12% in 2017. However, in 2020 there was an increase of 10.19%. This is because at that time there was a COVID-19 pandemic. Even the poverty rate target in 2021 to 6%-7% has not been achieved. In 2021, the poverty rate reached 9.71% (BPS, 2023a).

According to the central statistics agency (2023b), the number of poor people in Indonesia in March 2023 reached 25.90 million people, down from 0.46 million people in September 2022 and 0.26 million people in March 2022. The percentage of the poor population in March 2023 was recorded at 9.36 percent, down 0.21 percentage points from September 2022 and 0.18 percentage points from March 2022. The decline is still not proportional to the amount of funds that have been spent by the government to overcome poverty. Therefore, according to the National Team for the Acceleration of Poverty Alleviation (2019), the role of the government, both central and regional, is very important in coordinating and monitoring these efforts. The government acts as a coordination center, ensuring that poverty alleviation programs are a priority, harmonizing programs at different levels of government, involving non-governmental actors, and monitoring the implementation of these programs in different regions. According to Sullivan (2002) To describe poverty, it is necessary to distinguish it into two things fundamentally, namely absolute

poverty and relative poverty. This is important so that the interventions carried out to overcome it are in accordance with its characteristics. Absolute poverty is defined as the *deprivation of skills and resources* needed to obtain wealth.

This article aims to analyze how the coordination mechanism for the implementation of poverty alleviation programs in Indonesia coordinated by TNP2K. Where in dealing with poverty, the government has had many program innovations along with budget allocations. However, in practice this has not been able to significantly reduce the poverty rate.

## RESEARCH METHOD

The research method used in this article is *systematic literature review (SLR)*. According to Pursell & McCrae (2020) SLR is a structured and comprehensive method of reviewing and synthesizing existing research on a particular topic. *In this study*, the researcher uses the Publish or Perish (PoP) application to attract journals that are relevant to the research topic and are based on Google Scholar journals published from the time range of 2014 to 2024. In the span of 10 years, researchers obtained at least 990 articles with an average h-index of 144, with a total of 116,416 thousand citations. The details can be seen in the image below:

Citation metrics		<a href="#">Help</a>
Publication years:	2014-2024	
Citation years:	10 (2014-2024)	
Papers:	990	
Citations:	116416	
Cites/year:	11641.60	
Cites/paper:	117.59	
Cites/author:	38276.40	
Papers/author:	352.03	
Authors/paper:	3.65	
h-index:	144	
g-index:	263	
hI,norm:	85	
hI,annual:	8.50	
hA-index:	58	
Papers with ACC >= 1,2,5,10,20:	990,989,945,704,302	

Figure 1 Article citation metrics

Source: Processed by researcher (2024)

In the search for articles through PoP, the researcher entered the keyword "coordination" in the title words and keywords, so that 990 articles were obtained. Then the researcher divided the article into two categories, namely: inclusion criteria and exclusion criteria. Where inclusion criteria are articles that are considered by researchers in accordance with the topic discussed. Meanwhile, exclusion criteria are articles whose topics are not relevant to the one the researcher is studying. As a result, at least 59 articles are included in the criteria. Then the researcher conducted an analysis based on the title, abstract, content and selected the article. The final results obtained by the researcher after the analysis were 11 articles. The 11 articles were then used by the researcher as the main reference in completing this research.

Then the journal researcher analyzes into the VOSviewer application to be able to see the novelty of the research conducted. The following is a picture of *network visualization* regarding coordination:

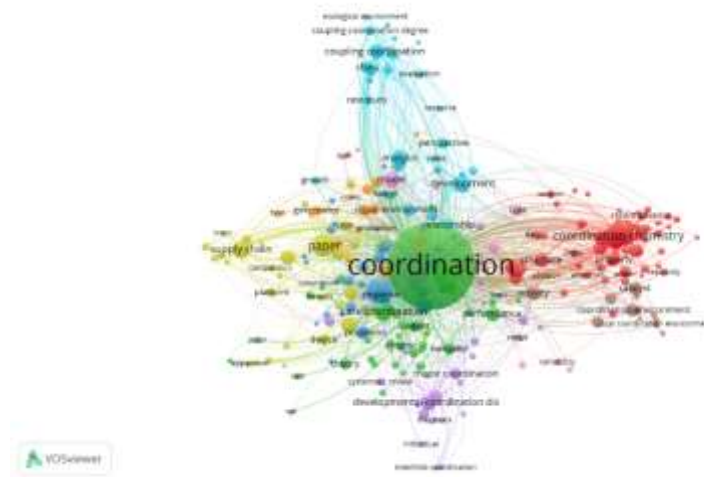


Figure 2 Network visualization on coordination mechanisms  
Source: Processed by researcher (2024)

From figure 3 above, there are at least 10 clusters that can be seen through the existing color variations that classify important topics related to coordination. Research on the *coordination mechanism* when seen in the image above is almost invisible, meaning that research on this topic is still very minimal. While the research on Coordination looks very large, it means that a lot of research on this topic has been done. Based on *network visualization*, the coordination mechanism is included in cluster 4, 60 links, total link strength 174, and occurrence 33 times.

## RESULTS AND DISCUSSIONS

Coordination is one of the tools in an organization that has a control function. It is impossible for an organization to continue to exist and achieve its goals without coordination, both internal coordination - between work units within the organization and external - with partners. Sundnes (2014) in his research on disaster management, explained that coordination and control is a system that provides a supervisory function. Sundnes further said that coordination and control are responsible for evaluating the effectiveness and benefits/impacts of all interventions.

Laxmikanth (2011) explained that coordination is an essential part of administration. As stated by Mooney (1947) that coordination is the first principle of an organization in encompassing within itself and all other principles under it and through which it operates. In addition, Newman (1951) also added that coordination is not a separate activity but a condition that must penetrate all phases of administration. Laxmikanth also revealed that coordination can have both positive and negative connotations. Positively, it means bringing cooperation and teamwork among people and organizational units. Negatively, it means eliminating conflicts, inconsistencies, friction, overlap, and working on cross-goals among people or organizational units.

The following is a literature review based on previous research that the researcher considers relevant to discuss the problem of coordination practices in poverty alleviation in Indonesia:

Table 1. Previous research matrix

Researchers	Title	Research Topics	Research Results
Hegele (2018)	Multidimensional Interests in Horizontal Intergovernmental	This article analyzes the coordination process and argues that the interests pursued by the actors, as well as the	The main findings are first, that political party coordination in Germany is more frequent than territorial coordination but performs structuring rather than substantial

Researchers	Title	Research Topics	Research Results
	Coordination	coordination strategies derived from these interests, are less obvious than is generally assumed.	functions during the coordination process. Second, sectoral coordination mainly occurs at almost the stage of the coordination process which is deactivated to solve most coordination problems by utilizing expert knowledge.
(Shi & Gao, 2016)	Performance Effects of Global Account Coordination Mechanisms: An Integrative Study of Boundary Conditions	Seeing GAM (global account management) coordination as an organizational design issue in managing vertical procurement relationships, the author uses global marketing strategy, organizational design, and relationship marketing theory to study how the performance of GAM coordination mechanisms varies with a number of strategic, relational, and environmental conditions.	The results show that although GAM (global account management) relational coordination of GAM operational coordination both have a positive effect on GAM performance, both do not perform uniformly under various boundary conditions. In other words, the performance of the GAM coordination mechanism depends on its suitability to the context of the operation.
(Rios, 2015)	How Government Coordination Controlled Organized Crime: The Case of Mexico's Cocaine Markets	How the government coordinates to control organized crime in Mexico in the case of the cocaine market.	This article provides empirical evidence showing that when multi-tiered governments are well coordinated, organized crime can be controlled more effectively. As Mexico's democratization lowers the likelihood of government coordination—the same party that governs municipalities at every level of government—drug dealers are more likely to violate long-standing informal prohibitions on selling cocaine domestically.
(Dieperink et al., 2018)	Managing urban flood resilience as a multilevel governance challenge: an analysis of required multilevel coordination mechanisms	Analyze the multi-level coordination mechanism in managing flood resilience in urban areas.	Coordination between levels of governance is achieved by proactive policy entrepreneurs, namely the use of bridge concepts, clear rules, and the provision of resources. This mechanism seems to be universally applicable, but its characteristics seem to depend heavily on more general institutional, economic, geographical, and cultural contextual factors.
(Nou, 2015)	Intra-agency Coordination	Explain how the head of the institution differs from Congress or the President in managing and operating their organizational divisions. It also explains how administrative leaders use internal hierarchies and procedures to process information given their individual preferences and exogenous uncertainties, through conceptual frameworks, to analyze institutional design problems, as well as to explain variations in bureaucratic forms.	Coordination mechanisms should be disclosed conventional accounts describing the agency's design as a result of congressional and presidential searches for political control. This perspective is in line with the preoccupation of administrative law with external constraints of the institution. The main unit of analysis from this point of view is agency, and the central question is how political principles outside the agency hold it back.  Inter-agency coordination, in the bureaucracy requires intra-institutional coordination.
(Sundnes, 2014)	Coordination and control	Investigate the role and responsibility of the government in disaster management through coordination and control which includes: (1) planning; (2) maintenance of inventories; (3) activation of	Coordination and control is the function that directs and coordinates all activities burdened by the planning, selection, and implementation of appropriate interventions during all longitudinal phases of a disaster. It provides a structure for all disaster management functions and its primary role is

Researchers	Title	Research Topics	Research Results
		<p><i>the disaster response plan; (4) application of indicators of function; (5) surveillance; (6) information management; (7) coordination of activities of the BSFs; (8) decision-making; (9) priority setting; (10) defining overarching goals and objectives for interventions; (11) determination of indicators of effectiveness (applying indicators of effectiveness); (12) the determination of applying indicators of benefit and impact; (13) exercising authority; (14) managing resources; (15) initiating actions; (16) preventing influx of unneeded resources; (17) defining progress; (18) providing information.</i></p>	<p>to ensure that the response meets the identified needs of the affected communities. As such, coordination and control functions are essential to get the right people with the right expertise or resources to the right place at the right time. This applies to real-time planning, training, and management processes.</p> <p>The success of coordination and control center (CCC)'s operations requires: mandate, power, and resources to be able to accommodate its mission. If any of these three key elements are missing, the CCC is a vacuum that cannot perform many of the tasks necessary for disaster response. Coordination and control require a hierarchical structure in the system of control expansion, from the scene level to the national level. In every unit of coordination and control, a hierarchical internal organizational structure must exist. Coordination and control should be permanent functions and not only established in crisis cases.</p>
(Peters, 2018)	The challenge of policy coordination	Examine the causes of coordination problems and possible mechanisms available to improve coordination. It concludes by discussing the boundaries of coordination as a solution to government problems.	Coordination is a fundamental issue in public administration and policy. This has been recognized as a problem for decades. While there are few initiatives to improve public sector collaboration, there are still no conventional methodologies to address coordination challenges, and the success or failure of efforts to coordinate seems to be highly context-dependent. The hierarchical coordination technique may be effective in some situations but not in others, and this applies to all accessible possibilities. Requirements for coordination vary between countries and policy areas, therefore the instrument must be adapted to conditions. Some policy areas may require minimal coordination, while others may require extensive integration and coordination. Similarly, certain political systems place greater emphasis on coordination and governance than others (Hayward & Wright, 2002). The practical challenges of achieving coordination are complex, but the normative considerations involved may be even more difficult. Resource allocation should be prioritized for service delivery rather than coordination. The right balance will be determined by various criteria, but political and professional judgment is essential to make the right coordination decisions so that policies can be implemented properly.
(Rubasundram & Rasiah, 2019)	Corruption and Good Governance: An Analysis of ASEAN's E-Governance	This journal attempts to examine the state of corruption among ASEAN members who use e-governance in two areas: transparency and accountability.	The deepening of e-governance - through government and public participation - has increased the potential to improve good governance practices, which in itself can be counterproductive as socioeconomic agents

Researchers	Title	Research Topics	Research Results
	Experience	It is based on the assumption that corruption is an elusive behavior that is difficult to catch, and that the proliferation of e-governance instruments will help improve its oversight.	can expand corrupt practices by adjusting such good public characteristics.  Therefore, ASEAN governments should implement changes in their communication strategies and feedback mechanisms, remove barriers that hinder the deployment and use of information technology, and promote a collaborative environment with civil society organizations, while considering the use of a "carrot and stick" approach to promote good governance.
(Filatotchev & Nakajima, 2014)	Corporate governance, responsible managerial behavior, and corporate social responsibility: organizational efficiency versus organizational legitimacy?	This journal explores the interrelationship between corporate governance, responsible leadership, and corporate social responsibility approaches in different institutional contexts. The researcher presents a critique of corporate governance research based on agency theory with a focus on corporate social responsibility only as compliance with rules and regulations.	The researcher connects different leadership orientations and corporate social responsibility approaches to the two main process dimensions of corporate governance related to monitoring and incentives. This analysis builds on previous research that distinguishes between strategically based governance mechanisms compared to financial controls and explains how these types of controls may be related to responsible managerial behavior and corporate social responsibility strategies.  Building on governance studies that are based on sociology and organizational theory, the researcher further argues that the relationship between corporate social responsibility strategies and corporate governance factors such as board of directors, ownership patterns, and executive incentives may differ depending on the legal system and institutional characteristics in a particular country. Our discussion suggests that researchers need to develop a more holistic and institutionally embedded governance framework to analyze an organization's approach to corporate social responsibility.
(Woo, 2018)	Good Governance and Happiness: Does Technical Quality of Governance Lead to Happiness Universally in both Rich and Poor Countries?	This study tries to examine the influence of good governance or the quality of government on happiness and find out whether the technical quality of government leads to universal happiness in rich and poor countries. The study applied a multi-level analysis to happiness data from WVS to examine the interaction of individual characteristics and country contexts.	In contrast to previous literature that argued that efficient governance is essential for rich and poor countries, the study found that good governance increases happiness levels only in high-income countries. In particular, the effect of technical quality or government delivery is limited to relatively wealthy countries, suggesting that improving the technical quality of government, or efficiency-oriented government transformation, inevitably leads to higher levels of happiness.

Researchers	Title	Research Topics	Research Results
(Wong & Chu, 2020)	Digital Governance as Institutional Adaptation and Development	Using Hong Kong and Shenzhen in a comparative case study, this article addresses two important questions about digital governance: what is the order in which it has evolved, and the role of social media governance in the Chinese context. Content analysis was conducted against social media communication by four comparable sets of institutions in both cities, using an e-government interconnectivity framework.	Contrary to popular expectations, our findings suggest that Shenzhen is more active than Hong Kong in the government's use of social media. The results also show that, against normative and sequential models, there is no strict sequence or specific order of development that must be followed in digital governance, thus rejecting the "walk before you run" hypothesis step by step. Governments can "jump on" or "run before they go" in their digital governance, skipping the early stages of development.  In addition, this study shows that digital governance is an important tool for adaptation and institutional development to improve the government's ability to respond to a dynamic environment in raising citizens' expectations. State-led digitalization complements and compensates for traditional and formal citizen-government interaction mechanisms, making online and online institutions interchangeable and interchangeable, and therefore also more interconnected and indistinguishable.

These studies show that coordination, whether at the level of governments, companies, or international organizations, is a complex and contextual challenge. Hegele (2018) found that in government coordination, such as in Germany, the interests of actors and coordination strategies tend to be less clear and more often focused on structural structuring rather than policy substance. Shi & Gao (2016) emphasized that the effectiveness of global account management coordination is highly dependent on compatibility with different operational conditions. Meanwhile, Rios (2015) research on the control of organized crime in Mexico underscores the importance of effective coordination between levels of government in addressing serious challenges such as drug trafficking. Dieperink et al. (2018) show that proactive multilevel governance mechanisms are essential in addressing urban flood resilience challenges, but are highly dependent on contextual factors such as economic and geographic conditions.

## CONCLUSION

Based on official data from BPS (2024) the percentage of village poverty in 2014 was 13.76%. In 2023, it will be 12.22%. So for 10 years the percentage of poverty has only decreased by 1.34%. This means that per year it only decreased by 0.13%. In fact, since the time of President Jokowi, the Village has received Village Fund disbursements from the State Budget of approximately 500 trillion. For 10 years, the realization of the village fund has not been able to reduce the poverty rate. This is because the arrangements in the coordination mechanism for the use of village funds have not been carefully organized. As a result, the village fund, which should be able to make a positive contribution in reducing the poverty rate, is ineffective. This is due to the lack of coordination between the central, regional and village governments. The central and regional governments seem to be limited to distributing village funds without properly coordinating their use.

To implement poverty alleviation programs, the Indonesia government must build good coordination and collaboration with multiple parties, including the community as beneficiaries of the program. This aims to reduce the poverty rate of the programs implemented. The coordination carried out is not only limited to the implementation of the program, but also includes the

evaluation and control of the implementation of the program. Why? So that it is clearly seen whether the program carried out has a positive or negative impact. In addition, the government must also compile a program priority scale along with institutional details and competent resources to ensure the implementation of the program according to the plan. If using the concept of coordination in the public sector initiated by Bouckaert et al. (2010), Where it is divided into three coordination mechanisms in the public sector, namely: hierarchical mechanisms, market mechanisms, and network mechanisms. Therefore, the government must maximize coordination with a network mechanism that includes many parties. The hierarchical mechanism is limited to coordination between government agencies, while the market mechanism is the coordination of the government with the market or the private sector.

## LIMITATIONS AND FUTURE WORKS

Coordination in the public sector is the key to running a good bureaucracy to realize organizational goals. The limitation of this study is that researchers are still very limited in finding references to research articles that specifically discuss coordination issues in poverty alleviation. So, in the future, other researchers can develop research qualitatively or quantitatively or both to obtain a real picture from stakeholders. In fact, further research can also be expanded using the concept of governance, where coordination is part of a governance that is connected to many parties (networks), goals and agendas. As stated by Klijn & Koppenjan (2016) that governance must be understood as governance within the governance network.

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