



Preferences of Policy Actors in Implementing Family Hope Programs in The City of Makassar

Mita Arnika¹, Alwi², Nurdin Nara³

^{1,2,3}Public Administration, Social and Political Sciences, Hasanuddin University, Jl Perintis Kemerdekaan No.Km.10, Tamalanrea, Makassar City, South Sulawesi 90245, Indonesia.

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E-mail:

arnikamita01@gmail.com

ABSTRACT

The implementation of the Family of Hope Program in the city of Makassar encourages cooperation between agencies in each region to realize the goals of the vision and mission of unity in overcoming poverty in the city of Makassar. policy actors, it must be ensured that the implementation of policies is effective and efficient, and they can understand or develop their knowledge with extraordinary skills. This research is carried out by in-depth interviews, documentation and observation. Data reduction techniques to analyze data and Draw data conclusions, focus actor preference is an option to develop actor knowledge that is able to motivate the community directly with poor families, it is hoped that the knowledge possessed by actors can affect the poor, so that it can get out of line poverty, by using the ability to have, as well as the implementation of government policies As set out in the guidelines as mandatory obligations, such as attending family capacity building meetings by studying learning modules such as childcare education, becoming more parents, and managing finances with the implementation of these tasks actors there are two keys to success in the preferences of policy actors such as improving good (competent) performance, succeeding in increasing the motivation of beneficiary families (KPM) so that they avoid the poverty line.

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1. Introduction

Public administration has developed into a paradigm study which has certain characteristics according to its location and focus. This shows the importance of organizations building networks to achieve common goals, because the organization itself has limitations in building effective communication in the relationships between these organizations to implement procedures that have been designed previously. In this modern era, organizations that can work effectively are organizations that cannot work effectively. This explains the importance of public policy research in the science of national administrative management, because public policy is the focus of the science of national administrative management, so that public policy research is effective and efficient, and policy as a dynamic function of the state comes from or comes from the government aimed at making effective policies. Interactive government relations and plans in the implementation of tasks Dwiyanto, A. 2007 in (Siti Maryam neneng, 2016).

Public policy is carried out by the government bureaucracy that prioritizes public services, so that public policy becomes important research in the implementation of national government. This public policy concerns the interests of many people, has an impact on society, and is closely related to the values of social development. Similar to the discussion of constitutionality in social science, the science of national government studies three important elements of national life, namely laws and regulations, justice, state administration, and important matters relating to society, including policy plans and improvements for the realization of national development. ethics governing state administration in governmental interactions.

Of course in public services, government programs usually cause real public problems for the implementers / implementers, therefore it is necessary to master bureaucratic public policy research and analyze public policies that lead to these situations. This research will be able to uncover existing problems, including misunderstandings. between institutions and other issues. This can be seen from the implementation of inter-network public policy plans that respond to problems, needs and desires of the community, as well as the presence of problems in organizations that make government planning worse than expected. Poverty is a phenomenon and social problem that is continuously being studied and is of concern to the central government and local governments. One of the factors causing backwardness and an obstacle to the development of a nation is the high poverty rate. Poverty can have a multiplier effect on the overall social order. Poverty is also the source of other social problems. Therefore, to get a relationship in working together to carry out the program of relationship programs and interactions, the two parties must support each other.

Therefore, since 2007 the Government through the Ministry of Social Affairs has tried to launch the Family of Hope Program (PKH), which is part of the Indonesian government's commitment to accelerate the achievement of the Millennium Development Goals (MDGs). PKH is implemented through the development of the Social Security System, with the basic principle of the program providing conditional cash assistance to Very Poor Households (RTSM). There are 5 MDG components to be achieved through PKH, namely: Reduction of the poor, achieving basic education, gender equality, health of the poor.

This paper will later contribute to the literature by exploring the relationship between network analysis of the implementation of the family hope program using the theory that has been developed (Leifeld Philip, 2020) to explore the structure and network relationships in public administration and network configuration, explore the relationship between network analysis that the family wants to apply, and thus contribute to the literature. The interaction between participants in a collaborative network structure is very important in policy implementation in seeing the existing policy preferences of the actors concerned (Leifeld Philip, 2013)



2. Method

The method used in this research is a qualitative approach in which the author uses interviews, direct field observations and analysis of written materials from various main data sources, carried out in the city of Makassar, South Sulawesi Province. The research focus aims to sharpen the research and develop the research. In this study, the focus of the research is the Discourse Communication Analysis Network in the implementation of the Hope Family Policy Program which focuses on the Actor Preference Policy indicator which involves several agencies in the actors involved in it. In analyzing the data, the writer used data reduction on the results of direct interviews in this study, verification of the data, as well as presenting brief data from the results of the study.

3. Results and Discussion

3.1 Public administration paradigm

Public administration science literature appears the concept of public policy cannot negotiate with that of governance. From a governance perspective, the scope of public administration is no longer limited to government institutions, but includes institutions with all main tasks reflecting openness. In other words, the concept of public administration is no longer defined as an institution, but rather as a position and promotional value (Pesch, 2008). From a governance perspective, public administration is defined as the process of using administrative power, political and economic solutions to public affairs. The transformation of the science of state administration facing the public has reformed traditional public administration leadership new public management (npm), changes in government values, namely: 1) autonomy and decentralization 2) reorganization and efficiency of bureaucratic administration; 3) politics and democracy. network method (network method) rich experience in public policy development and rapid growth of cluster organizations and the results of interactions between public, private and registered governments. gradual policy network there are a lot of policy formulations discussed in the theory of setting the agenda of policy formulation, alliance advocacy and the iron triangle. (Suwiri, 2011).

Actor research in public policy networks by Parsons, 1997: 127 (Bogason Peter and Theo Aj Toonen, 1998) It is found that policy actors are a policy community consisting of the government, a community group with sponsors or opinion leaders under pressure from the media, the quality policy network for the formation of alliances among government actors, including individuals. use the concept of policy networks describe the model of interdependence between actors participating in registered policy making. dependence between actors in the network because they cannot follow or achieve goals alone, it requires other resources owned by people other than themselves (RAW RHODES, 2018).

3.2 Discourse Network Analysis

Discourse network analysis is a technique for visualizing discourse, both integrating political and socio-cultural discourse into the network. Discourse network analysis is a combination of category-based content analysis and social network analysis (Leifeld Philip, 2013) This method can systematically identify discourse relationships in various text files, such as newspaper articles or printed media or transcripts of debates in parliament. Discourse network analysis combines social network analysis with computer-aided qualitative content analysis. Analyze the development of participants and ideas in a relational and systematic manner. (Breindl, 2013) Discourse network analysis combines qualitative content analysis (i.e., discourse analysis and social network analysis) to discover actors' relational and systematic thinking.

Some experts say that after understanding network communication and discourse communication analysis, one can simply define a network as a group of participants who establish relationships with other participants in a particular relationship. He said that discourse network analysis is a methodological development of social network analysis, but in reality discourse network analysis is used to develop political phenomena that involve politics, national policies and other political phenomena, and political phenomena are usually recorded in political discourse.

This knowledge should increase the understanding for researchers about what is obtained from the results of research that has been carried out, can provide clarity in understanding the network approach in testing the theory used empirically (Uker, 2017; Leifeld & Schneider, 2012). In the policy of actors the need to adapt to using different strategies, public discourse strategies, becomes a necessity for actors who have an interest in the network of implementing the family hope program, for that, there are several dimensions used in the discourse network approach.

Discourse is a coherent group of sentences that have interrelated meanings between one sentence and another. That is, a discourse cannot be interpreted through one sentence contained in it, but must also connect and link the meanings of one sentence to another so that it can form an appropriate unity of meaning. Jurafsky and Martin (2009) stated that "discourse as a coherent group of sentences". Discourse is a coherent group of sentences, so that it has a relationship between one sentence and another in a discourse. This statement was then complemented by Bakhtin (1981) by extending the notion of discourse to the socio-cultural realm and saying that the essence of discourse does not have to be in sentences but socially generated expressions. Discourse can at least be seen as a relationship formed from a dialogue (Trausan-Matu, Stahl & Sarmiento, 2007) Wodak in Leifeld (2013) also states that "The Purpose of Discourse Analysis is to analyze opaque as well as transparent structural relationships of dominance, discrimination, power and control as manifested in language. Wodak's opinion can be used to analyze the structural relationships of domination, power and control contained in a discourse. The form of a structured network. power and control as manifested in language. Wodak's opinion can be used to analyze the structural relationships of domination, power and control contained in a discourse. The form of a structured network. power and control as manifested in language. Wodak's opinion can be used to analyze the structural relationships of domination, power and control contained in a discourse. The form of a structured network.

Discourse Networking Analysis tends to be used to examine studies of government policies and conflicts related to a country. One of the previous studies developed by political science using this method was conducted by Philip Leifeld regarding the Reconceptualization of Major Policy Change in an advocacy coalition. Leifeld attempted to identify weaknesses in the reconceptualization of major policies by using a case study of German pension politics. Discourse network analysis, which is a combination of qualitative content analysis with social network analysis, can provide a measure of the level of policy confidence in the subsystem when the advocacy coalition process takes place. (Leifeld, 2013)

Discourse Networking analysis has the same basis or principal as social networking analysis. Discourse Networking



analysis is a combination of qualitative content analysis, namely discourse analysis with social network analysis. This opinion was even raised by the founder of Discourse Networking analysis, namely Philip Leifeld, who also said that Discourse Networking analysis is a methodological development of social networking analysis. However, in fact the author finds that Discourse Networking analysis is widely used in the development of political phenomena involving governance, state policies and the like which are often recorded in political discourses. This then becomes an interesting topic in the study of political science, because so far Discourse Networking Analysis is widely used by political science disciplines, considering that Philip Leifeld also comes from a similar scientific field. In fact, both the basis and its application can be used by other disciplines.

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3.3 Actor Policy Preferences

Participants' policy preferences are scientific or material knowledge that participants have, which has a major influence on the achievement of government policy plans based on the planned success goals. Taking into account that the preferences of participants in the policy participation process can be observed formally and informally, this informally links decision-making power and responsibility for policy design and content with selected national participants (Moe, 1995), informal. The rules provide explanations for some of the participants who are interested in or have knowledge of a particular policy issue.

The public role plays the role of network administrator; less so than they do in top-down leadership styles. This can raise criticism of the demographic weaknesses of representation and allow the public interest to be negotiated in normative and empirical negotiations such as the public interest, which is not without problems in a modern multi-network society. Practitioners realize that in the pragmatism argument, the Internet is just an empirical reality, and actors must face it, it is very difficult to formulate and implement public policy in a very isolated way. (Klijn & Koppenjan, 2012) In the most open part of the governance network, stakeholder participation in the management of complex decisions is linked to increasing citizen participation in decision-making and decision-making (Schoeneborn & Vásquez, 2017) Interactive decision making (Klijn & Koppenjan, 2012) is a new form of government in which public actors involve stakeholders in the formulation and implementation of public policies.

Actors are the basic unit of analysis because they are the origin of the action. An important analysis step is to identify key roles and reconstruct their views on important topics, such as the nature of the problem, the solutions needed, or their views on other roles. However, in most network theory, the assumption about policy formulation and implementation is that this concept or framework can guide and motivate participants to make strategic choices (Schon / Rein, 1994; Huxham / Vangen, 2005). It is also important to outline the resources of each participant and the dependencies created by the allocation of resources between stakeholders in communication.

Networks and their characteristics are at the core of the Discourse communication assessment of the chord characteristics of institutional stakeholders in the decision-making process. There are several analytical steps, which may be important in this regard. Mapping interaction patterns through social network analysis techniques is a very classic way to get a Fig of the central and peripheral actors in a network and which actors are connected to each other. frequency of interaction to decide where to cut the network, or to ask respondents for their opinion directly on who is on the network or not. The analytical value of the various techniques and their relevance. Looking at the bonds that appear to exist between actors on different networks is useful when analyzing relationships between networks.

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3.4 Knowledge Development

A realization of very large scientific developments The concept of diplomacy. If it is related to the development of science, then the methods and problems of diplomacy will change their meaning Adapting to social problems. Diplomacy in this case Feel the developments after social anomalies, then Fashion changes. If it is related to the stage of scientific development, the process of obtaining knowledge based on Kuhn's concept can be traced back to the scientific age that began in ancient Rome in. The stages of developing diplomacy will be discussed below. Knowledge is a meaningful experience for everyone. Grows from birth. Because of this, normal people were sure to be well rounded. Knowledge has a random nature. In Yan's life Growing day by day and full of challenges, functional value is not the best Face challenges and solve complex problems (Achruh, 2018).

The development of science always follows the development of technology. Technology is the systematic study of creation and the technology of creation. Do all kinds of things, and science systematically tries to understand and interpret the world. So, technology is related to action. Use objects, tools and artifacts, knowledge works hard for this. Conceptually understands the environment better and relies on professional knowledge. Relatively complex in literacy and arithmetic. So it can be concluded that science Knowledge has emerged since the existence of new civilizations. , and technology is the same Human life itself is



ancient 2 Education is also very much influenced by science and technology. Education is closely related to social life, because education is a social aspect.(Achruh, 2018).

In terms of human resource development, pay attention to purchasing or supplying professional and technical personnel. Activities undertaken include training, provision of salaries, setting conditions and working environment, as well as an appropriate recruitment system. Regarding organizational strengthening, the focus is on improving the performance of existing functions and tasks as well as controlling the microstructure management system. Activities that must be carried out are to use existing personnel, leadership, communication and leadership structures to manage the incentive system. Regarding institutional reform, we need to pay attention to changes in existing systems and systems, as well as the impact of the macro structure.

In this case, the activities that need to be done are changing the "rules of the game" of the existing economic and political system, changing policies and the rule of law, and reforming the institutional system that can drive markets and development. Civilized society(Akib Haedar, nd)

3.5 Motivation

Abraham Maslow (1943; 1970) believed that basically all humans have basic needs. He showed it in 5 levels in the form of a pyramid, and people started to rise from the lowest level. From basic biological needs to more complex psychological motivations, these five levels of need are called Maslow's level of needs. This is only important after basic needs are met. Before the demand for the next level becomes an important determinant of action, it must be at least partially satisfied.(Mcleod, 2018). Motivation is a person's inner motivation to do or achieve something. Motivation can also be said as a plan or desire to succeed and avoid failure in life. In other words, motivation is the process of achieving goals. A person who is motivated means he has the ability to succeed in life. Motivation can be either internal motivation or external motivation. Intrinsic motivation is when the nature of the job itself makes a person motivated, then that person gets satisfaction through his job, not because of other driving factors such as status or money, or it can be said that someone is involved in his own hobby. Meanwhile, external motivation refers to the factors inherent in work other than work which are the main factors that motivate people, such as status or remuneration.(Mcleod, 2018)

3.6 Public service

In essence, service is the basic form for the government to provide services to the community, because service is a basic right of every citizen as regulated by law. According to the standard of community needs itself, the form of services provided to the community will vary. According to Yogi (Yogi, 2009: 15), what is meant by service is: "trying to help (care) what other people need". One of the functions of government that is increasingly emphasized by the community is public services provided by government agencies that provide public services. Now, improving the quality of public services provided by government agencies is increasingly becoming a public demand. According to Albrecht and Zemke (Dwiyanto, 2005: 145), Public service quality is the result of interaction from various aspects, namely the interaction between service systems, human resources, service providers, strategies and customers (customers). Then, Ivancevich, Lorenzi, Skinner, and Crosby (Ratminto and Atik, 2005: 2) believe that services are intangible products (intangible) that involve human efforts and the use of equipment.

Service standards are used as benchmarks for service delivery guidelines, reference for assessing service quality, as well as service providers' obligations and commitments to the public to provide quality, fast, simple, affordable and scalable services. In Law Number 43 concerning Employment Principles of 1999, Article 3 Chapter 3 clarifies the status of civil servants as state institutions that provide public services to the community or provide services to the community in a professional, honest, fair and just manner. Based on the description of a large number of viewpoints above, the authors conclude that service quality is the summation of the characteristics of the service concept that includes all aspects of service, and the benchmarks of service quality can satisfy customers or service recipients.

3.7 Hope Family Program Policy

The Family of Hope Program (PKH) is a conditional cash transfer program for poor families (KM), or in international terms known as conditional cash transfers (CCT) in 2016 PKH developed into PKH New Initiatives, spending poor families can increase when they have family members with severe disabilities and / or unproductive elderly people (70 and over). PKH's New Initiatives is realized by providing a component of assistance to PKH family members with severe disabilities and elderly people aged 70 years and over. With this new perspective, PKH service assistance does not only include health and education components for pregnant women and children,

In the index and assistance of the PKH component, assistance is still provided to meet basic needs, on health assistance as stimulation to meet the basic needs of pregnant women, nursing mothers and mothers with toddlers, educational assistance as stimulation to meet basic educational needs for children of compulsory education age 12 years, assistance for persons with severe disabilities as a stimulant to fulfill basic needs for persons with disabilities in PKH participant families. Elderly assistance as stimulation to meet the basic needs of PKH participants.

In the short term, this assistance fund is expected to reduce the burden on household expenditures (direct consumption impact) and in the long term will constitute a better investment in future generations through improving health and education (the impact of human capital development). This means that PKH is expected to be a capable program specifically, the objectives of PKH are explained as follows: a). Increasing access and quality of education and health services for PKH participants b) Increasing the education level of PKH participants c) Increasing the health level of pregnant / lactating women and children under the age of 6 years PKH participants d). Improve the economic conditions of PKH participants.

When describing network relationships, participants' policy preferences (Berardo & Scholz, 2010; Leifeld & Schneider, 2012) explain that decision makers appear in regulations and their information is imperfect, and participants generate different levels of information about the consequences of different policies. Responding to problems that arise when implementing the Family Hope Program policy. One of them is the level of trust between the participants who are interested in the information, because it is possible to judge how well the participants are prepared.

The results also show that the result of the similarity in actor policy preferences is partnership, and there are also differences in the various regulations that apply to the Harapan institutional plan. Leifeld and Schneider (2012) argue that the influence of having the same preference can be limited by the type of information exchange that occurs. Similarity of preferences is very important when actors coordinate on political and strategic issues that can influence policy. This suggests



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that if the actors have the same policy objectives, then coordination will be more beneficial. It is also a key proposition for advocating for an alliance framework (Sabatier and Weible, 2007).

3.8 Actor's Policy Preference (Actor Policy Preferences)

The actor's policy preferences that arise among the explanation of network relationships (Berardo & Scholz, 2010, Leifeld & Schneider, 2012) explain that decision makers occur in regulations, imperfect information, where actors produce different levels of information about the consequences of policies different in responding to problems that occur in the implementation of the Hope Family Program policy. One of them is the level of trust in information between interested actors, as this can be assessed to what extent the preparations the actors have.

The learning also shows that the results of the similarity of preferences for actors are cooperative bonds and also differ in various regulations that apply to the institutional program of the hope family program. Leifeld and Schneider (2012) argue that the effect of having a similar preference can be qualified by the type of information exchange that occurs. Similarity of preferences is very important when actors coordinate on political-strategic issues, which can influence policy. This suggests that coordination will be more beneficial if the actors have the same policy objectives. This is also a key proposition of the advocacy coalition framework (Sabatier and Weible, 2007).

The actor's policy preferences in the hope family program are focused on the choice that is determined the fulfillment and usefulness of the development of knowledge of the actors concerned who are involved in implementing the hope family program, this can be seen from the results of the research that there is a reporting flow structure for the implementation of family capacity building meeting (P2K2) with another name which is commonly called a family development session (FDS).

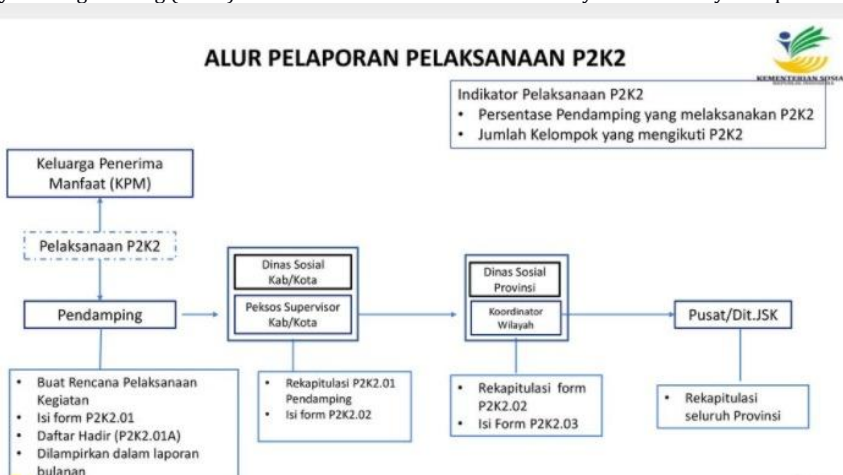


Fig 1; Flow of P2K2 Implementation Reporting
Source; UPT PKH Makassar City 2021

The implementation of family capacity building meetings has been carried out since 2015 with achievement can be seen in the Fig below.

Capaian FDS 2015-2016

Foto: FDS Provinsi Jajakarta

- Masuknya FDS sebagai bagian dari *business process* PKH
- FDS diberikan sejak tahun pertama kepesertaan
- Terus meningkatnya jumlah pendamping PKH terlatih FDS dari 442 menjadi 1040
- Tersedianya tool diklat FDS dalam bentuk e-learning
- Dukungan anggaran penyelenggaraan FDS dalam bentuk diklat dan penyediaan alat bantu bagi PKH sebanyak 2.340 set
- Dukungan UNICEF dalam pengadaan modul FDS kesehatan sebanyak 4.000 set

Fig 2. Achievement

Family development sessions are formed with the achievement of PKH goals, with the achievement of actor policy



preferences, of course involving actors with an interest in working to the maximum, which is the main assessment of the accompanying actors, which can produce good performance. It can be seen from the research results that there is strengthening in the implementation of P2K2.

Penguatan FDS 2017

FDS/P2K2 dilaksanakan di seluruh wilayah PKH dalam rangka **percepatan perubahan perilaku dan peningkatan kemampuan KPM PKH** menjadi lebih mandiri.

LANGKAH-LANGKAH PENGUATAN FDS

1. Memperkuat monitoring dan evaluasi pelaksanaan FDS dengan melatih Korwil dan Korkab
2. Memasukan pelaksanaan FDS sebagai bagian dari ukuran kinerja pendamping PKH
3. Memasukan FDS sebagai bagian dari monitoring MIS PKH
4. Meningkatkan jangkauan diklat FDS untuk seluruh pendamping PKH
5. Melakukan review terhadap konten FDS berdasarkan temuan-temuan kebutuhan KPM

Fig 3; FDS Strengthening

Strengthening FDS is the spearhead of breaking the line of poverty in the community, changing behavior and increasing the ability of KPM PKH to become more independent to continue and meet family needs. With the meeting of the P2K2 family capacity improvement, the achievement of independent graduation for beneficiaries in Makassar has increased, which means that there is an increase in reducing poverty in the city of Makassar.



Fig 4; Raise the poverty of Makassar City
Source; UPT PKH Makassar City

From the results of the researchers' observations in identifying the development of knowledge of actors with an interest in public service, it is very influential in achieving the goal of the hope family program policy

Table 1
Actor's Policy Preference (Actor's Policy Preferences) Network Analysis of the Implementation of the Family Hope Program in the City of Makassar

Dimensions	Sub Dimensions	Informant Responses		
		Government	PKH HR	KPM
Actor's Policy Preference	Family Development Session (FDS) Training	Productivity Improved Performance	Family Capacity Building Meeting (P2K2)	Productivity Increased ability to improve skills

Source; Reduction Results, 2021 Research interviews

Judging from the table above the results of the literature data reduction of the Actor's Policy Preference on the knowledge possessed by actors with an interest in the productivity of increasing human resource performance through the Family Development Session (FDS) Education and Training, holding meetings to increase the family's capacity of beneficiaries in achieving program implementation goals family hope, but on the target target, KPM that is motivated there is productivity increased ability to improve skills in understanding information knowledge conveyed to actors with an interest through family capacity building meetings (P2K2).



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