



## ARTÍCULOS

UTOPIA Y PRAXIS LATINOAMERICANA. AÑO: 26, n.º extra interlocuciones 2, 2021, pp. 313-322  
REVISTA INTERNACIONAL DE FILOSOFÍA Y TEORÍA SOCIAL  
CESA-FCES-UNIVERSIDAD DEL ZULIA. MARACAIBO-VENEZUELA  
ISSN 1316-5216 / ISSN-e: 2477-9535

### Implementation on financial assistance policy of political parties in 2015-2018

*Implementación de asistencia financiera de los partidos políticos en 2015-2018*

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This research is deposited in Zenodo:  
DOI: <http://doi.org/10.5281/zenodo.4678908>

#### ABSTRACT

This study departs from the problem of financial assistance policy to political parties in the province of West Java according to the theory of Grindle et al. While the Policy Context consists of the power, interests, and strategies of the actors, compliance, and response of implementers, institutions, and characteristics of the regime that are still not running optimally. The program and policy (content) and policy context are important factors in determining the success or failure of the Implementation of the Use of Financial Aid for DPD PDIP Political Parties and DPD Gerindra Party in West Java Province.

**Keywords:** Policy Implementation, political parties, public funding, Financial Assistance Policy

#### RESUMEN

Este estudio parte del problema de la política de asistencia financiera a los partidos políticos en la provincia de Java Occidental según la teoría de Grindle et al. Si bien el Contexto de Política consiste en el poder, los intereses y las estrategias de los actores, el cumplimiento y la respuesta de los implementadores, las instituciones y las características del régimen que aún no están funcionando de manera óptima. el programa y la política (contenido) y el contexto de la política son factores importantes para determinar el éxito o el fracaso de la implementación del uso de ayuda financiera para los partidos políticos DPD PDIP y el partido DPD Gerindra en la provincia de Java Occidental.

**Palabras clave:** Implementación de políticas, partidos políticos, financiamiento público, política de asistencia financiera

Recibido: 01-03-2021 Aceptado: 29-03-2021



## INTRODUCTION

According to Grindle (1980), the successful implementation of public policies is influenced by two fundamental variables, namely the content of the policy and the context of implementation. The contents of this policy include: 1) Interest affected, the extent to which the interests of the target groups contained in the policy content; 2) Type of Benefits, the types of benefits received by the target groups; 3) Extent of Change Inspired, the extent to which the desired changes from a policy; 4) Site of Decision Making, whether the location of a program is right; 5) Implementer Program, whether a policy has mentioned the implementor in detail; and 6) Resources Committed, whether a program is supported by adequate resources, while policy environment variables include: 1) Power, Interest, and Strategy of Actors Involved, how much power, interest, and strategy possessed by the actors involved in policy implementation; 2) Institution and Regime Characteristics, Characteristics of institutions and regimes in power; 3) Compliance and Responsiveness, the level of compliance and responsiveness of the target group (Mahfudz & Wijayanto: 2020, pp. 233-242). Setyadi (2019) said that in the implementation of government policies usually a number of actors adrift in various positions (Setyadi: 2019, pp. 129-142). The implementing organization includes all the executors and their respective assignments. Financial aid from political parties is routinely given every year for five years with the same amount, namely based on the number of votes obtained by each political party in the previous election. Furthermore, the amount of assistance provided will change according to the results of the next five years' elections (Cheng et al.: 2021, pp. 1043-1063).

### Public policy

The government has the authority to take actions or decisions that concern the interests of many people, and this is what is referred to as public policy. The administration of the government in the process certainly requires many policies taken by the government, both nationally, regionally, and locally, as an effort to regulate the order of life in the nation, state, and society. Framing the lives of citizens or citizens through public policy is generally considered beneficial by citizens. Normatively, the government can be considered as a source of social policy whose objectives, programs, and actions always rely on fulfilling the meaning of its existence, namely as a means for the community to realize a better life from time to time (Kartiwa: 2020, pp. 1-16).

So broad is the role of modern government that becomes a network of organizations and institutions in regulating and serving the lives of people, so Ott (1998) raises the need to understand what public policies really are, how these policies are made and changed, and how to assess the effectiveness and morality of a policy (Ott & Goodman: 1998, pp. 540-541). However, the scope of the policy carried out by the government is so extensive so that the process is carried out through a mechanism that is the result of two-way communication between the government and its environment, both the geographical and social environment, including the local culture by taking into account local customs (FU et al.: 2020, pp. 17-28).

Another view conveyed by Iskandar (2017) that "policy is a series of actions aimed at being followed by a person or group of actors relating to a problem or a matter that attracts attention" (Iskandar: 2017, pp. 17-35). As a policy or policy is a policy that is applied subjectively, the operative is: 1) An inheritance of the provisions; 2) Characteristic of guidelines, guidance, guidance that reaches an understanding in the intent or manner or target; 3) For every effort and activity of a group of people who organize; and 4) So that the dynamics of the integrated action movement occur, in harmony and harmony in achieving certain goals (Elcaputera et al.: 2021, pp. 22-38).

Rhodes (1978) formulates public policy: a set of interrelated decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where these decisions should, in principle, be within the power of these actors to achieve (Rhodes: 1990, pp. 293-317).

Public policy is a decision made by the State, especially the government, as a strategy to realize the objectives of the State concerned. Therefore, public policy is a strategic fact rather than political or technical facts (Bakry: 2010, pp. 1-13). As a strategy, in public policy, the political preferences of the actors involved in

the policy process have been summarized, especially in the formulation process. However, a strategy, public policy is not only positive but can also be negative, in the sense that decision choices are always accepting and others rejecting (Ikhwan: 2019, pp. 111-154).

### **The Concept of Policy Implementation**

The government in implementing the policy is very prominent because a policy that has been made by the government must be implemented so that the policy can have an impact on the desired change in accordance with the objectives of the policy (Hevia & Neumeyer: 2020, pp. 29-42). The success of a policy is very dependent on the performance of the government bureaucracy in implementing it in the field. Without the intervention of the bureaucracy, it is feared that the implementation of a policy will have no meaning. As in Puspita & Rusdiana (2021) view that "a policy program will only become elite records if the program is not implemented." That is, the implementation of the policy is a follow-up of a program or policy. Therefore a policy program that has been taken as an alternative solution to the problem must be implemented, that is, carried out by administrative agencies and government agencies at the lower levels (Puspita & Rusdiana: 2021, pp. 91-100).

In general, the task of implementing policies is to link the realization of objectives with the results of activities carried out by the government. The difference between policies and programs stated indirectly that: "Policy implementation is a function of program implementation and depends on the results ... tangible differences between policies and programs are difficult to find in practice, even though they exist. In the last phase, the definitions of policy and program terms are often used interchangeably".

Thus, the success of policy implementation is very dependent on the results of the program, and the programs that have been made in its implementation are precisely looking for policy objectives. Grindle's policy implementation model (1980) shows that the success of policy implementation is determined by the content and context of the policy. Regarding the contents of the policy, Grindle (1980) said: "Theodore Lowi has pointed out that the kind of policy being made will have a considerable impact on the kind of political activity stimulated by the policymaking process. This observation can be applied with equal validity to the implementation process, encouraging consideration of the "implement ability" of various programs. A distinction can also be made between programs providing collective benefits, which encourage categorical demand making, and those providing benefits that are divisible, which may mobilize more particularistic kinds of demands at the implementation stage".

Meriee S. Grindle's approach is known as Implementation as A Political and Administrative Process. According to Grindle, there are 2 (two) variables that influence the implementation of public policies, namely:

1. The successful implementation of a public policy can be measured from the process of achieving the final results (outcomes), i.e., whether or not the objectives to be achieved are achieved. This was stated by Grindle, where the measurement of the successful implementation of the policy can be seen from 2 (two) things, namely:
  - a. Judging from the process, by questioning whether the implementation of the policy in accordance with specified (design) with reference to the policy actions.
  - b. Have the policy objectives been achieved. This dimension is measured by looking at two factors, namely: 1) The impact or effect on the community individually and in groups, 2) The level of change that occurs and the acceptance of the target group and the changes that occur.
2. The success of public policy implementation, also according to Grindle, is largely determined by the level of implementation of the policy itself, which consists of:

A. Context of Policy consists of:

1. Interest Affected

Interest affected relating to various interests that affect policy implementation. Said Grindle (1980) Is: "programs that are designed to achieve long-range objectives may be more difficult to implement than those whose advantages are immediately apparent to the beneficiaries." Sedangkan menurut Bambang dan

Sugianto (2007:126) that "Interests can be in the form of general or public interest or interests of certain groups." This means that the implementation of a policy must involve many interests and the extent to which those interests have an influence on its implementation.

## 2. Type of Benefits

Type of Benefits attempts to show or explain that in a policy, there must be several types of benefits that indicate the positive impact that results from implementing a policy that is about to be implemented. The contents of a policy must confirm certain standards and objectives that must be achieved by the implementers of the policy. Furthermore Grindle (1980) stated that "the content of policy programs and policies is an important factor in determining the outcome of implementation initiatives." Thus, assertiveness is needed because the level of policy performance is basically an assessment of the level of achievement of objectives so that whether the policies implemented are successful or fail in their implementation. Therefore, a policy implemented in principle is an attempt to improve the situation; if the conditions received by the community or group are not much different from before, then the benefits of the policy do not exist.

## 3. Extent of Change Envisioned

This means that each policy has a target group that wants and wants to be achieved, so the extent of the desired change from a policy must have a clear scale. According to Grindle (1980) that "to say that policy implementation depends on program implementation assumes that the programs are in fact appropriately geared to achieving the goals of the policy." the target group is a group of people or organizations in the community who will receive goods or services that will be influenced by their behavior by the policy." This means that a successful public policy is not judged by its prestigious content but its implementation in the field. Are able to bring about good change or even vice-versa (Reaser et al.: 2020, pp. 1-19). A program that aims to change the attitudes and behavior of the target group is relatively more difficult to implement than a program that merely provides financial assistance to political parties without any procedures or mechanism and which regulates their use.

## 4. Site of Decision Making

The decision-making process in a policy plays an important role in its implementation, so this section must explain where the decision-making location of a policy will be implemented. Decision-making implies the selection of the best alternatives and a number of alternatives available. A decision is a conclusion that is used after consideration, which occurs after one possibility is chosen while putting aside the others. The accuracy of a program must be precise so that later in its implementation, it is successful as expected. Right here includes, right on target, right needs, the right environment and right as in the view of Grindle (1980) that "policy or program content is often a critical factor because of the real or potential impact it may have on a given social, political, and economic settings. " This means that the location of a program implemented is right on target or not if viewed from various aspects (Susanti et al.: 2018, pp. 47-57).

## 5. Program Implementors

The implementation of a policy or program must be supported by the existence of competent and capable policy implementers for the success of a policy. According to Grindle (1980) that "Decision made during policy formulation may also indicate who is to be charged with executing various programs, and such decisions can affect how the policy pursued." Therefore, the policies that have been made cannot be assessed for success without an implementor or executor because the role of the implementor is very important; without them, the implementation of the policy is not implemented. Not only one implementer, but there are several; it must be complete because each has different roles and functions that complement each other. In such a situation, the executor will tend to follow the instructions given by their respective superiors or follow the instructions of the superiors who have the most powerful influence on the existence of the executor (performance appraisal, position, rank, finance) in the long run. Thus, each policy implemented must already be exposed or well-documented by who is implementing the program in detail, as in the use of political party assistance (Yata et al.: 2020, pp. 1-10).

## 6. Resources Committed

Resources in the implementation of policies are one of the important factors because, without the resources that implement the program, the policy is only formulated on paper and will only be a plan and never realized. According to Grindle (1980) that "Differences in the degree of behavior changes the program envisions for its intended beneficiaries is another way the content of policy Affects its implementation." One of the factors that cause the achievement of policy goals is not the limited resources, both energy, material, time, and so on. sources that support effective policies include staff (the number of personnel who have knowledge and abilities), authority (authority), information (information), and facilities (facilities). Staff or personnel are the essential resources in policy implementation because in implementing policies, many are caused by the ability of personnel who are less reliable. Even the small number of personnel does not guarantee the success of policy implementation if it is not accompanied by skills and expertise. However, on the other hand, the lack of staff will also cause complicated problems in policy implementation. Thus the policy resources (implementor) must be supported by a variety of resources such as a reliable implementing apparatus and adequate facilities and infrastructure support so that the implementation of activities goes well (Forson: 2020, pp. 1-11).

## **METHODOLOGY**

The research with the theme "The Implementation of Financial Assistance Policies for Political Parties in West Java Province" uses a qualitative research approach. This approach was chosen because it wanted to explore the meaning of the phenomenon of the implementation of financial aid policies for political parties. that qualitative research is research that aims to analyze in depth a phenomenon or case relating to the focus of research in the field (Van Meter & Horn: 1975, pp. 445-488).

## **RESULTS**

The results showed that the variable content of the program and policy (content) and policy context (context) were important factors in determining the success or failure of the Implementation of the Use of Financial Aid for Political Parties DPD PDIP and DPD Gerindra Party in West Java Province, as the formulation of the implementation model stated by Grindle (1980).

To better understand in more detail, the researcher will describe each indicator of policy content and policy context from Grindle's (1980) theory, as follows:

### **A. Content of Policy**

In implementing financial assistance policies to political parties, especially PDIP and Gerindra in West Java Province, there are a number of social problems faced in improving the political education of cadres and the community. The obstacles faced in implementing political education programs for cadres and the community are quite diverse due to many factors such as the behavior of party officials as policy implementers, supporting resources, and the wider community of the target group. All these factors must receive attention according to their respective portions in the implementation of program activities because they are related to each other. Analysis and interpretation of the factors of policy content (the content of policy) financial assistance to PDIP and Gerindra parties in West Java Province in this study refer to the model of policy implementation according to Grindle. In response to this, the implementation of the financial assistance policy to the PDIP and Gerindra parties sourced from the APBN is highly dependent on the consistency and commitment of the implementing apparatus in paying attention to various aspects contained in the policy content, which always refers to whether the implementation of the policy is in accordance with what has been determined by seeing the policy action. The aspects used to measure the content of the policy are: (1) Interest Affected; (2) Type of Benefits; (3) Extent

of Change Inspired; (4) Site of Decision Making; (5) Program Implementors; and (6) Resources Committed (Tse et al.: 2020, pp. 65-82).

#### 1. Interest Affected

The interests of the affected groups are defined as the interests of the groups affected or the target groups by rolling out public policies, in this case, Law Number 2 of 2011 concerning Political Parties, Government Regulation Number 1 of 2018 Second Amendment to Government Regulation Number 5 of 2009 Concerning Financial Assistance to Political Parties, and Permendagri Number 36 the Year 2018 concerning Procedures for Calculation, Budgeting in Regional Revenue and Expenditure Budgets, and Orderly Administration of Submission, Distribution, and Accountability Reports on the Use of Political Parties Financial Assistance. As stated by Grindle (1980) that policy implementation will involve many interests from the target group, that is, the policy target. To what extent the interests of the target groups are affected, the rationale for researchers to study more deeply.

#### 2. Type of benefits

According to Grindle (1980), if the policy can provide direct benefits for many parties or groups, then it is more likely to get a positive response, but if the benefits are felt indirectly, then the large tendency of the policy is the less received response from the target group, which ultimately results in the policy it does not reap success in achieving the final goal.

Furthermore, Grindle (1980) stated that "the content of policy programs and policies is an important factor in determining the outcome of implementation initiatives." Thus, firmness is needed because the level of policy performance is basically an assessment of the level of achievement of objectives so whether the policies implemented are successful or fail in their implementation. Therefore, a policy implemented in principle is an attempt to improve the situation; if the conditions received by the community or group are not much different from before, then the benefits of the policy do not exist.

#### 3. Extend of Change Envisioned

A government policy in managing the regional economy in agriculture towards higher quality, as in the case of financial assistance to political parties in improving political education for cadres and the wider community, the level of success is highly dependent on the readiness of supporting quality human resources from political party officials or the ranks of policy implementers. The executive apparatus holds a strategic role and position to ensure the effectiveness of the implementation of financial assistance policies to political parties in accordance with the stated objectives and in order to achieve the targets as expected.

Every policy has a target group that wants and wants to be achieved, so the extent of the desired change from a policy must have a clear scale. According to Grindle (1980: 8), "to say that policy implementation depends on program implementation assumes that the programs are in fact appropriately geared to achieving the goals of the policy."

#### 4. Site of decision making

The decision-making process in a policy plays an important role in its implementation, so this section must explain where the decision-making location of a policy will be implemented. According to Wahab (2012: 18) that "Decision making implies the selection of the best alternatives and a number of alternatives available." A decision is a conclusion that is used after consideration, which occurs after one possibility is chosen while putting aside the others.

The location of decision making plays a very important role in public bureaucratic institutions because the location of decision making will determine the position or position responsible for making decisions in a public policy, and the decisions that have been taken may affect the implementation of the policy.

#### 5. Program Implementors

Implementation limits, according to the definition of Grindle (1980), are individuals or groups of individuals who will run or operationalize public policy activities or programs. A group of individuals is government administrators who are at all levels/levels of the bureaucracy. Their position is generally in the middle-level officials, and the locus is at the Provincial and Regency / City level, which administratively has the obligation and responsibility to achieve the goals as aspired by their particular superiors and organizations in general. The implementor is the main determinant of the success or failure of the planned implementation of the program, and on the other hand, the leaders of the organization want the implementors to be dedicated so that they can solve various problems found in the field. Thus, it will indirectly motivate them to carry out their main duties and functions in public government organizations so that the work environment will be increasingly conducive (Grindle, 1980).

A policy certainly has no meaning if the policy is not implemented. For this reason, there needs to support from program implementers who are actors who are directly involved in policy implementation. The actors involved in the implementation of financial assistance policies to political parties in this study relate to political party organizations such as the PDIP and Gerindra parties that carry out direct service functions to cadres and the wider community. In other words, implementing policies that include party organizational structures, norms, and patterns of relationships that occur within parties all contribute to the implementation of financial assistance policies for political parties.

## **DISCUSSION**

Grindle (1980) defines a commitment to resources, namely the extent to which elite political groups have a concern for the supply and fulfillment of resources needed in the implementation of policy programs in the third world.

The application of every public policy, such as financial assistance to political parties by policy implementers or implementers, besides requiring a level of capability, will also require willingness in its implementation. Understanding the attitude and behavior of the implementing apparatus is the most important thing in implementing the policy. The attitude of the implementer (disposition) is more interpreted as a form of the tendency of understanding, acceptance, or rejection that can affect the performance and ability of the implementer to implement the policy.

### **Context of Implementation**

Hierarchically, policy actors are reflected in the relationship lines of institutional authority, and the policy environment is everything that influences the course of policies such as political, geographic, social, and economic conditions. The policy environment is influential in giving color to what the policy does. The three components are a system that interacts mutually. In order for the system to run effectively in the implementation process, the management of political parties as implementing the policy is required to comply with what has been outlined in the objectives and policy standards.

#### **1. Power, Interest, and Strategy of Actor Involved**

Political parties, as public organizations, are very interested in optimizing their functions, especially for cadres and the community. In the process of implementing financial assistance policies to political parties, there are still problems in various aspects, especially the implementing resources of program activities in the field and limited facilities and infrastructure. That is because, generally, the policy implementation process is often given a burden to be able to provide the resources of the implementing apparatus and prepare the target groups. In its implementation on the field, on the one hand, political parties are required to carry out political education for cadres and the community for the success of the program, while on the other hand, PDIP and Gerindra parties lack the resources they have to carry out the program optimally. In such conditions, often the behavior of political party management, in this case, PDIP and Gerindra, are reluctant to work optimally.

#### **2. Institution and Regime Characteristic**

The implementation of financial assistance policies to political parties in West Java Province related to the regulation of formal executive hierarchical relations is a hierarchical relationship between the central government, in this case, the Ministry of Home Affairs as the initiator of the policy and the provider of policy resources in the form of programs towards political parties both at the center and regions as executors in the framework of coordinating the implementation and supervision of activities in the field. In other words, that one of the important features inherent in a policy is its ability to integrate the hierarchy of implementing agencies.

### 3. Compliance and Responsiveness

Compliance with the response from the implementers of the policy is an important thing that affects the success of the program, which in this study explained the benefits and responsiveness to the implemented policies. Compliance is useful for determining whether the actions of policy administrators, staff, and other actors are in accordance with standard procedures established by government agencies. Implementation of a policy will be effective if the implementers adhere to what is outlined through the implementation instructions and technical instructions, assuming that the goals and objectives of the policy must be clear and consistent because they are evaluation standards and a means to mobilize the resources they have.

The creation of a quality policy implementor to be able to face challenges and opportunities as well as the development of the complex needs of the community is needed. That makes each implementor remain a productive resource in carrying out public policy. The process of providing financial assistance to political parties requires policy implementers who have the skills, insight, and have adequate capabilities, in addition to having high dedication and loyalty to the tasks and functions carried out. High dedication and loyalty are intended so that the implementers are able to work together, both with fellow staff in the internal and external environment, for the implementation of the policies implemented.

## CONCLUSION

Research shows that the variable content and context of the program and policy are important factors in determining the success or failure of the Implementation of the Use of Financial Aid for DPD PDIP Political Parties and DPD Gerindra Party in West Java Province. The aspects used to measure the contents of the policy are: (A) Content Of Policy, The aspects used to measure the contents of the policy are: (1) Interest Affected; (2) Type of Benefits; (3) Extent of Change Inspired; (4) Site of Decision Making; (5) Program Implementors; and (6) Resources Committed. (B) Context of Implementation, The implementation context consists of Power, Interest, and Strategy of Actor Involved, Institution, and Regime Characteristic, Compliance and Responsiveness,

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