

PROCEEDING CONFERENCE PROGRAMME

iconpo 2011

International Conference on Public Organization

CHALLENGE TO DEVELOP A NEW PUBLIC
ORGANIZATION MANAGEMENT
IN THE ERA OF DEMOCRATIZATION
Comparing models in various countries

Yogyakarta Indonesia, January 21-22, 2011

ICONPO 2011 is Organized By

Department of Government Affairs and Administration
Faculty of Social and Political Science
Universitas Muhammadiyah Yogyakarta

In Collaboration with Korea University, Thammasat University
and Universitas Ngurah Rai Denpasar



**PROCEEDING : INTERNATIONAL CONFERENCE ON PUBLIC
ORGANIZATION (ICONPO)
Challenge to Develop a New Public Organization Management in
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We wish to thank the Rector of Universitas Muhammadiyah Yogyakarta Ir HM. Dasron Hamid, M.Sc for giving the license to drive this conference. We also express my sincere gratitude to Prof. Sunhyuk Kim of Korea University as our Keynote Speaker. Special thanks go to all of the honorable our paper reviewers for the Proceeding those are Assoc. Prof. Azhari Samudra of Universitas Ngurah Rai Denpasar, Prof. Dr. Jin- Wook Choi from Korea University, Prof. Dr. Miftah Thoha, MPA from Universitas Gadjah Mada, Prof. Francis Loh Kok Wah, PhD from University Sains Malaysia, Prof. Dr. Azhar Kasim, MPA from Universitas Indonesia, and Dr. Vidhyandika D Perkasa from Center for Strategies and International Studies Indonesia (CSIS), Prof Amporn Tamronglak and Dr. Soparatana Jarusombat from Thammasat University, without their contribution this paper will never come into being. We also thank to the ICONPO committee, and all collagues for their support to this conference. We thank to all the paper presenters and participants who contributed through their papers in this proceeding.

This proceeding is divided into 10 themes, those are:

1. Environmental changes and collaboration in public organization.
2. Need assessment of public issues in public organization.
3. Design of structure organization in democratic era
4. Planning and Decision making .
5. Human resources management.
6. Culture and ethics of public organization in democratic era;

7. Communication practices in public organization
8. Transformative Leadership .
9. Current Management Information system in electronic era.
10. Performance measurement

Reason for selecting these themes is because the wave of democracy has influence the dynamics of public organization, a well known institution model related to governmental, non-profit, and non-governmental organizations. The dynamic of public organization management in response to democratic era, now encompasses more challenging issues. The issues such the shifting paradigm from government to governance could be seen as the trend drives to the reform of government. The concept of governance means that the government must improves the functions of public organization management process. The process must be efficiently, effectiveness, responsiveness, transparently, participative, and accountable. Other important issues are the growing of gender mainstreaming, public policy processes and the dynamic of civil society which have demanded a changing management of public organization. The most important thing so that public organization could challenge in the democratic era is to improve and develop a new public organization management. Therefore, public organization needs to respond, explore and develop innovative management. It challenges the scholars and practitioners to explore and develop new models of public organization management by drawing the experience and lessons learned of their countries

Thus, the proceeding explores the issues and challenges to develop a new public organization management in the era of democratization. We hope this proceeding will benefit the readers, academicians, politicians and scholars on more about a new way to develop public organization in this democratization era.

Yogyakarta January 21st 2011

Head of Government Science
Dr. Suranto

Dean of Faculty of Social and Political Science
Dr. Nurmandi

PREFACE

The first paper as Keynote Speech written by Sunhyuk Kim (Professor, Department of Public Administration, Korea University) entitled **Globalization and Policy Change: The Case of Korea**. This paper emphasises on "neoliberal" globalization. The writer argues that neoliberal globalization is just one type of globalization, and it is likely that in the future another type of globalization may emerge. "Varieties" of economic, political, and public administration systems in the world will respond differently to the new wave of globalization. It is essential, therefore, to craft a more prudent national strategy to flexibly and comprehensively deal with different kinds of globalization. The writer examines how Korea has coped with the challenge of globalization, by analyzing how the latest neoliberal globalization has affected governmental restructuring and policy transformation in Korea since its democratization in 1987. It is underscored that Korea needs a better national strategy to handle future waves of globalization—potentially of the non-neoliberal nature. I sketch out the main contents of such a new national strategy, primarily focused on the need to build and nurture more effective multi-sector governance system, increasing communicative and collaborative capacity of all the sectors involved.

The second paper was written by Su-jin, Yu, 3rd semester of master's course Korea University entitled **Conflicts in Environmental Policy-making in Korea: The case of Gyeyang Mountain Golf course**. In this research studies about the Gyeyang Mt. golf course development plan (GGDP) which has shown sharp conflict aspect. Commonly, environmental conflicts in the policy-making have two different belief systems such as environmental conservation and environmental development. Based on this two different belief system, various stakeholders united as a policy actor. Coalition actors from two different values enforce a different strategy to policy-making.

The third paper written by Laila Kholid Alfirdaus of Government Department Faculty of Social and Political Science Diponegoro University Semarang Central Java Indonesia titled **Governing the Disaster-Prone**

Community. Public organisation does not only deal with problems which is regular in its nature, periodical, and in orderly situation. More often, public organization faces uncertain circumstances that the way of governing as usual cannot be applied. One of the notable constraints in governing community for public organization to manage is disaster. Firstly, disaster often comes at an unpredictable time. Secondly, disaster often bears considerable risks even beyond a public organisation's capacity to deal with. Its quick attack often results in much longer impacts. Thirdly, any single thing, such as food supply, sanitation, water supply, shelter, and so forth, suddenly turns into emergency, meanwhile the public organization has usually shortcomings in resources. Forthly, any demand for the public organization quickly moves into a big pressure, therefore public organization easily becomes the subject of failure once they are unable to tackle the complex situation. Considering such the specific nature of disaster, there is a clear need for public organization to apply specific governing strategies. This paper tries to elaborate some thinking on governing the disaster-prone community, especially for developing nations, using experiences in various countries. Such a thinking becomes important since it is the developing nations that use to have problems in their bureaucratic structure. A change of mindset in public organization in which disaster should not be treated as business as usual rather as in a crisis is one of the keys. A deep thinking on how to manage the interrelation with some non-government organizations, economic society, academic society, and the media in emergency and recovery based on context and culture, is also worthwhile.

The fourth paper entitled **The Sustainability of Jakarta as the capital city.** It is written by Hartuti Purnaweni Public Administration Program, Environmental Study, Post Graduate Program, Diponegoro University. This paper aims to find out efforts to be done to Jakarta as the Capital City of the Republic of Indonesia. Jakarta has turned from merely old day traditional port to the present day of a megapolitant figure, where skycrappers mount in many places. Jakarta is an area with low topographic feature as it is situated at the coastline, in particular North Jakarta. As time goes by, the city becomes less convenient as settlements due to traffic jam, flood, land subsidence, land water deficit, inadequate green space, severe air pollution, etc. Jakarta's carrying capacity has been passed over. New public management system is needed. Therefore, a new paradigm has emerged concerning its status replacement as the Indonesian capital city, and to make it a more livable city. Three alternatives are proposed for the solution.

The fifth paper entitled **Democratization and Environmental Politics of Natural Resources Management** at Local level written by Edi Santosa, Governmental Program, Social and Political Faculty, Public Administration, Post Graduate Program, Diponegoro University. The paper aims to deliver the idea that Environmental democracy is not new in Indonesia since it stated its commitments in Rio Declaration in 1992 and World Summit on Sustainable

Development in 2002. However, empirical evidence shows that the commitment to implement the ideal is still far behind. In theoretical, policy and empirical area, discussing environmental sociopolitical aspects should include all stakeholders in it. In managing environment and natural resources, both politicians and government officials have the political power as representatives of the state. Their political actions should cover activities of development policies which are oriented towards sustainable development, whether at local, national, regional and global. Rondinelli and Chema (1993) stated that the state should be committed to pursuing sustainable development across the region – it calls for a clean and green environment with fully established mechanisms for sustainable development to ensure the protection of the environment, the sustainability of its natural resources and the high quality of life of its people and neighbours in one earth.

The sixth paper entitled **The Implementation of Social and Environmental Responsibilities's Regulation by PT Karya Tangan Indah Bali** written by Ni Putu Tirka Widanti, Universitas Ngurah Rai, Denpasar, Bali, Indonesia. The paper aims to analyze the most prominent CSR activities of PT Karya Tangan Indah, those are the environmental re-cycling and social religious supports to the traditional village where the company is situated. PT. Karya Tangan Indah's CSR programs are affected by the party receiving supports and the internal organization. From the analysis, it has been found that PT. Karya Tangan Indah's CSR programs on recycling and social religious supports have managed to attract the community's enthusiasm. It is because the ritual ceremonies in the traditional village where PT. Karya Tangan Indah operates are held regularly and involve the entire community members. Based on the analysis findings, it is recommended that the future PT. Karya Tangan Indah's CSR programs should involve the community members commencing from the planning up to the evaluation processes. It is necessary to involve them for sustainable programs and for addressing their needs and priorities. In addition, their involvements are hoped to be able to duly plan and organize the allocated budgets.

The seventh paper is **Impacts Of Decentralization On Environmental Management In Thailand**, written by Soparatana Jarusombat, Ph.D of Faculty of Political Science, Thammasat University, Bangkok, Thailand. This paper describes the process, institutional and legal framework within which the environmental management operates in Thailand. It specifically focuses on the decentralization within central and local government's role in environmental management. The aim of the paper is to examine how interface between the central and local loci of power have affected pieces of legislation relating to management of the environment by central and local government in Thailand.

The eighth paper is titled **An Empirical Study of the Autonomy of Thai (Autonomous) Public Organizations** written by Associate Professor Amporn Tamronglak, Head of Public Administration Department and Director of Executive Public Administration (EPA) Program, Faculty of

Political Science, Thammasat University, Bangkok, Thailand. The latest Administrative Reform in Thailand in 1999 reflected the influence of New Public Management (NPM) perspectives, leading to a drastic restructuring of age old bureaucracy. "Agencification" or creating new single purpose agencies was one of various approaches to face lift bureaucracy in the name of "Public Organizations or Autonomous Public Organizations (APOs)" to be free from tedious regulations and hierarchical commands of politicians. Since (Autonomous or Quasi-autonomous) Public Organizations Act has been issued in 1999, there are approximately 29 agencies created. This paper aims at attacking and analyzing the issue of autonomy of Public Organizations in Thailand, which is the main reason in hiving off from their original organizations. The theoretical basis of autonomy employed in the study is drawn from Peters Verhoest and others, particularly in the areas of personnel and financial management. Constructive questionnaires were employed and collected between June and August 2010 from all 29 Public Organizations. In-depth interviews with the agency's executives were conducted to gain insight knowledge of the concept in practice. The statistical analysis shows that Thai APOs are more or less independent from the politicians. Though the legal and administrative structure of their establishment, they somewhat recognize and are responsive to the demands of the relevant Ministries. On the contrary, they are able to maintain the balance and handle the pressure in such a way that the agencies can carry out and accomplish the government policies professionally and cost-effectively.

The ninth paper written titled **Government Antismoking Campaign: Quixotic Dream Or Confident Expectation?** By Subiyanto of Wijaya Putra University. Smoking habit was one of global problems, but the effects of it are very dangerous on smoking related diseases, so Indonesian Government had to take the genius actions. This study investigated the effects of Government Antismoking Campaign on Behavior of Smoking in East Java. Research model was adopted from the Theory of Reasoned Action dan the Theory of Planned Behaviour introduced by Ajzen and Fishbein modified by DeVries et al. The population were smokers or someone who have experience with cigarette smoking in East Java, sampling method by Multistage Cluster Random Sampling in three stages. Data analysis utilized Structural Equation Modelling (SEM) used AMOS 4.01. Hypothesis analysis used regression Weight standardized estimates, compare p value in 5percent significancy, if p value < 5percent is mean significant. This study found four negative significant hypothesis and two not significant hypothesis. The effect of Government antismoking campaign on Attitude toward smoking behaviour and on Subjective norm of smoking are not significant, while effect of Attitude toward smoking behaviour on Refusal skill, the effect of Subjective norm of smoking on Refusal skill, are negative significant. The effect of Refusal skill on Behavioural intention to smoke, and the effect of Behavioural intention to smoke on Behaviour of smoking are also negative significant. There were

recommendations for Indonesian Government, cigarettes industries and collaboration among government and cigarettes industries.

The tenth paper entitled **Leading to Improvement? The Politics of ISO 9001:2000 Transfer to Local Service Delivery** and written by Wawan Sobari, Lecturer and Convenor of the Department of Political Science, Faculty of Social and Political Science, University of Brawijaya Malang. This paper addresses three main questions concerning the process, impacts and external evaluation of the transfer of ISO 9001:2000 to service delivery at the local secretariat office in the Regency of Malang Indonesia. Its methodology applies qualitative approach to build understanding by intensifying the research process aimed to obtain the full picture of the transfer. This paper shows some important findings around this transfer; first, the decision to transfer is a result of social process aimed to build better image of the office. As well, a policy network, ranges from local to international actors, has constructed the ISO 9001:2000 implementation as the best practice in service delivery. Finally, the certificate attributed to the implementation of ISO 9001:2000 cannot adequately assures the improvement of technical capacity of the office. Rather, it has created dependency on assurance server to sustain the performance improvement. Thus, this transfer has created a qualified office, not an educated office that is self-achieved fulfilment in delivering better service.

The eleventh paper **Democracy and Growth Revisited : An empirical study using fsQCA** written by Dong-Hyun Choi, Graduate Student, Department of Public Administration, Korea University. This paper will analyze The relationship between political freedom and economic growth has been a much scrutinized topic over the past few decades. According to Barro once the impact of other exogenous factors are controlled for, the effect of democracy on growth is weakly negative. He further raised the possibility of a nonlinear relationship between democracy and growth. Barro's work, while convincing in terms of methodological rigor and interesting in terms of the observations made, nonetheless is hardly free from the flaws that may potentially undermine the credibility of his arguments. This is the point of departure for this article. The first section of the article discusses the potential flaws evident in Barro (1996), and suggests ways to improve upon his work. The second section introduces fuzzy set qualitative comparative analysis (fsQCA) as an alternative methodological approach, and analyzes the relationship between democracy and economic growth using fsQCA. The analysis generally concurs with the nonlinearity hypothesis suggested by Barro (1996): democracy does in fact disparately impact economic growth at different levels of democracy. For full democracies and authoritarian regimes, causal combinations indicate that democracy has a positive impact on economic growth. For flawed democracies and hybrid regimes with intermediate levels of democracy, the dynamic between democracy and economic growth is revealed to be negative.

The twelfth paper entitled **Competition for jurisdiction over food industry in Korea** was written by Sung Eun Park, Korea University. This paper points out the matter of food safety management system with a view of competition for jurisdiction over food industry among the Ministry of Health and Welfare and the Ministry for Food, Agriculture, Forestry and Fisheries and affiliated organizations. Each ministry has separate basic positions and approaches to food industry policy: regulation and promotion. The policy image has been changed into "regulation" as public anxiety and concern for hazardous foods has grown since the end of 1990. They complete take charge of promoting or regulating the food industry by establishing or amending laws, expanding organizations and mobilizing a coalition. Coordination by policy committee, cooperation between agencies, and integration of agencies were introduced as measures to eliminate unnecessary competition for jurisdiction.

The thirteenth paper written titled **Making Strategic Plan Works In Local Government: Challenge And Problems, A Case Study of Strategic Plan Implementation in Yogyakarta Special Province** by Achmad Nurmandi and Eko Priyo Purnomo of Universitas Muhammadiyah Yogyakarta. The term of strategic plan is a new type of plan in Indonesian government that introduced since 1999 based on Law No. 22/1999. As a new approach, government organization has tried to set priorities and allocated scarce resources according to the formulated vision and mission. Meanwhile, these strategic efforts have not been successful achieved yet, including in Yogyakarta Province. This essay examines the implementation of strategic plan in Yogyakarta Special Province. The Yogyakarta has vision and missions that are looked at this paper as basis of analysis. Measuring on how they can reach their goals and missions is an appropriate way to analyze the how the strategic plan works. Using qualitative data and choosing a case study method, this research also have conducted in-depth interviews with bureaucrats in Yogyakarta. First of all, the Yogyakarta province tried to providing the strategic plan to be followed by government officer in their activities according to strategic design and planning school approaches. Secondly, most of local government's agencies are less understand on their vision and missions. Thirdly, Zero-sum game effect, reaching the goals and mission are difficult because most of their budget is spending their salary. Fourthly, The strategic plan has been implemented but it has not executed the strategic zone whose it support for dealing with mission from number two to six .

The fourteenth paper written titled **Improving Indonesia Civil Servants REVITALISASI PELAYANAN PUBLIK MELALUI ANALISIS JABATAN 'Performance Through Job Analysis** by Dyah Mutiarin "Dr. Dyah Mutiarin- Department of Government Affairs and Administration Universitas Muhammadiyah Yogyakarta. The red tape phenomenon in Indonesia civil servants performance Khusus berkaitan dengan birokrat pemerintah, banyaknya persoalan yang timbul dalam pemerintahan selama ini pada

dasarnya menunjukkan rendahnya kemampuan dan kurangnya sikap dari aparaturnya untuk mencoba peduli dan membantu masyarakat serta pengguna jasa pemerintahan lainnya dalam memenuhi kebutuhannya. This shows the lack of ability and lack of capacity to carry government tasks. This phenomenon needs improvement. Improving the quality of the state apparatus resources is directed to realize the professional human resources, neutral, and prosperous for civil servants as well as citizen at large. Hal itu merupakan faktor penting dalam menunjang peningkatan kapasitas dan akuntabilitas kinerja instansi pemerintah. This is an important factor in supporting capacity and accountability of civil servants as well as state apparatus. Analisis jabatan diperlukan dalam pengembangan pegawai yang pada hakekatnya adalah suatu upaya pemenuhan kebutuhan tenaga kerja secara kualitatif sesuai dengan persyaratan pekerjaan yang ditentukan dengan mempertimbangkan kepentingan-kepentingan individu pegawai untuk dapat mengembangkan potensinya seoptimal mungkin mencapai karier setinggi-tingginya di dalam organisasi. Therefore, in order to achieve the quality of human resource in civil servants, the government need to continue to improve the application of merit system in the administration of personnel management by implementing job analysis. The future of structure bureaucratic organizations as public organization tend to be slender but rich in function. The concept of 'the right man in the right place in the right time' needs to be applied correctly in order in filling the vacancy actually forward the principle of professionalism through the process of job analysis.

The fifteenth paper titled **Career Path Development for Indonesian Public Servant** by Utami Dewi, S.IP, MPP and Dra. Atik Septi Winarsih, M.Si of Government Affairs and Administration Department, Universitas Muhammadiyah Yogyakarta. Decentralization demands more competent and professional public servants, so that they can perform jobs well particularly in delivering services to society and in maximizing local resources. However, several problems surrounding civil service management have hampered this decentralization goal. These obstacles come from government regulations, institutional relationship and human resources. There are some regulations on civil service affairs but many of them are incompatible. Ironically, moreover, the important regulation on public servant management-career path development- has not been formulated yet. This career path development is crucial since it guides the staff to plan their job position in the future. Moreover, it is beneficial for manager in the public sector to conduct staff placement and promotion. Therefore, the formulation and implementation of career path development is a must to find the best staff in the right job. In doing so, performance measurement that consists of performance appraisal, competency test and fit and proper test may be chosen as a model. This paper will reveal this career path development by firstly evaluating the practice of recruitment; promotion and mutation; salary; and performance appraisal system in recent Indonesian studies.

The sixteenth paper was written by Jin-Wook Choi, Associate Professor, Department of Public Administration, Korea University entitled **Anticorruption Agencies and Reform: The Case of the KPK in Indonesia**. This paper analyze the establishment of an anticorruption agency (ACA) due to reduce corruption in a county in this case is Indonesia. This paper examines the effectiveness of anticorruption law enforcement functions of the KPK, the Indonesia's ACA that was created in 2003 and identifies key challenges that lie ahead of the KPK. By adopting key performance indicators, this paper finds that the KPK has been successful in carrying out three-pronged anticorruption strategies—repression, prevention and public relations, which is congruent with strong public support to and trust in the KPK. However, the KPK faces several challenges posed by inherent structural limitations and external political forces that may threaten the efficacy of the Commission's anticorruption functions. While the public has to show continuous strong support to the KPK, the Commission must effectively perform legally mandated and socially expected anticorruption functions with high integrity and discipline in order to become a de facto ACA.

The seventeenth paper written by Bonefacius Bao entitled **Robust Ondoafi Powers in Central Urban Communities (Studies Authority Ondoafi in Jayapura Papua)**. This paper aims to find out Ondoafi in the capital to actualize its power, and care for it so the power of capital in the middle of an urban community. There are three power capital Ondoafi namely social capitals, symbolic and material. Assuming the persistence of capital even living in urban areas had to survive because they have the ability to manage symbols, manage social relationships and manage the economy. Allegations were proven because of the discussion about the workings of the three capital Ondoafi power, can be in the know that Ondoafi respond to change with the actualization of such capital through a revitalization strategy, adaptation and repositioning. Those capitals are not working alone but comes along. Ondoafi convert into equity capital one another so that there is a logical relationship with his rule. Capital-capital is reproduced and exchanged with each other. In practice the power to show how the three capital Ondoafi able to manage its power to make strategic changes. Ondoafi thus becomes very important and strategic for anyone who needs it.

The eighteenth paper was written by Arundina Pratiwi, entitled **Transformation of public organization Culture in Indonesian Democratic Era**. The main problem discussed on the paper provide an understanding about the transformation of public organization culture in Indonesian democratic era. Literatures research, both from books and media publications, on current development of transformative public services performed by several regional governments provides the primary conceptual foundation for investigating the effect of democratization process on the transformation of public organization culture in Indonesia. Additionally, this paper reveals the specific example on transformation of

organizational culture in the regional government of Jembrana in Bali which is currently often used as the best example for other regional governments across Indonesian archipelago. Jembrana case can be classified as a success of public organization culture transformation, with its main goal to overcome the bad image of Indonesian public institutions in serving public needs. The achievement of Jembrana can be used as an important example to motivate other regional governments to improve their commitment on providing good public services.

The nineteenth paper is **An Analysis of the Effect of Press Freedom on Corruption: Evidence through a Cross-Sectional Data Analysis** written by Songhee Yoo, mastercourse student, Korea university. This study attempts to find the relationship between the government corruption and the media based on Latham's democratic theory. First of all, the empirical results of this study show that the autonomy of the media reduces corruption. It can be seen as an element of direct democracy that makes up for the constraints of indirect democracy. In addition, the writer further investigated the impact of the economic level and social globalization on corruption through the empirical research. Therefore, when the anti-corruption policy is established, the administrator should carefully consider whether the policy runs the risk of suppressing the economic growth of a country. And globalization is an opportunity to establish anti-corruption agencies and institutions. Because increasing the level of trust with other countries brings down corruption in the field of related work. Finally, determinant element of reduced corruption is identified as femininity. However, the simple increase in the employment of women may not be the solution. If the organization wants to reduce corruption, they must increase the culture of femininity. Efforts should not stop at recruiting more female workers, but rather focus on the improvement of organizational culture.

The twentieth paper entitled **Organizational Communication licensing Office of Yogyakarta City to Achieve Service Performance** and written by Yeni Rosilawati lecturer of UMY, Communication Department majoring in Public Relations subjects, Krisna Mulawarman, lecturer of UMY, Communication Department, majoring in a broadcasting subjects, and Dian Kusumadewi alumni of Communication Department UMY, graduated in 2009. The paper focus on Licensing Agency it is an organization in the field of services still relatively new, however Licensing Office of Yogyakarta city has a strong commitment in carrying out its functions. Awards obtained Jogjakarta City Government Licensing Service Award include Investment Award from BKPM as City Best One Stop Service Providers in 2007 later in the year 2008. Licensing Office Title again awarded the Excellent Service Award 2008 as the image of one government agency that has the quality of public services best. This study sought to describe the steps the Licensing Office of organizational communication Jogjakarta City Government to improve service performance.

The twenty first paper entitled **Potential Users and Critical Success Factors of e-Government Services: the Case of Indonesia** written by Ali Rokhman, Post Graduate Program in Administration Science, Jenderal Soedirman University. This paper elaborated more on Implementation of e-government in Indonesia began in 2003. However, until then the public services that provided through e-government are still very limited in quantity as well as quality. Based on the research the internet users are they who have the characteristics in majority consist of: female, have age in twenty one to thirty years old, have bachelor education degree, and they have been using the Internet for a period of seven to nine years. Considering this phenomenon therefore from the government's perspective, the most critical factors for successful implementation of e-government are the e-leadership and the opportunity to develop employees' capacity in the technical training on e-government.

The twenty second paper entitled **Bureaucracy Culture and Leadership in Indonesian E-Administration Implementation: Based on Perspective of Knowing and Learning Organization** written by Ayuning Budiati and Rudiant Komara the paper focus on Indonesian E-administration implementation involves bureaucratic culture and leadership issues. Those issues appear due to the change that occurs if e-administration is implemented nationally. Implementing e-administration can be risky, expensive and difficult because public employees are not being motivated to improve and provide policy about ICT. This situation causes a lack of policy including operational guides at every level of government to improve ICT. Improvement of ICT literacy and skill is needed in Indonesia's e-administration implementation. The paper will analyze those factors regarding the organization's paradigms: organization as learning and knowing organization.

The twenty third first paper written by Gyuseong Park, Korea University entitled **Internet Regulatory Policy in Korea: Its Origins, Impact, and Changes**. The paper aims to show the reason why the Korean Internet regulatory policy to ensure safety has its own uniqueness which cannot be observed in other countries; using external plug-in program instead of built-in and highly dependent upon specific platform. According to the study following the institutional approach of regulatory policies, these "Korean-style" regulations were created to solve technological constraints in the early beginning stage of development of Internet transactions, but these regulatory policies results in many "unexpected outcomes," such as strengthening monopoly in Operating system and Web browser market, customers' inconvenience, and paradoxical outcome which regulations intended to enhance security eventually weaken the safety. These regulations have been challenged, and recently announced its abolishment by Korean government due to its negative consequences. Based upon this case, the paper argues that the technological factor, inertia of institution, and various actors and their interests around regulatory policies are important to understand these

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regulatory policies, and it contends that IT regulatory policies should be technologically neutral because these policies cannot catch up the rapid evolution of these industries.

The twenty fourth paper entitled **Decentralization, accountability and local government performance in Indonesia** written by Sujarwoto, PT Student at Institute for Social Change University of Manchester UK and Yumarni, Lecturer on the Department of Public Administration, Jember Soedirman University Purwokerto Central Java Indonesia. This article contributes to an understanding the linkage between local government accountability, corruption, and citizens' participation. Departing from critiques on fiscal federalism theory, we propose hypothesized pathway through which decentralization can lead better local public service performance. The basic hypotheses underlying this research is that decentralization will result in better local public service performance only if mechanisms for strengthen political accountability are established within local governments. Without strong political accountability, decentralization only creates powerful incentives for political and bureaucrat agent to capture local political process and misallocate public resources. The writer tested these hypotheses against evidence from 155 newly empowered local governments in Indonesia. Governance Decentralization Survey Data (GDS) is used to examine the linkage between decentralization, accountability and local government performance in the country. The results of simple and multilevel regression model broadly support the hypotheses. Less corruption, higher local government accountability and citizen's political participation are all associated with better local government performance. In contrast, poorly performing local public services are often deeply rooted in their political and social contexts. Local governments often fail to provide better public service when political accountability is absent due to weak checks and balances, lack of transparency, and weak electoral incentives. These effects remain statistically robust across all regression specifications.

The twenty fifth paper written by Septiana Dwiputrianti, Senior Lecturer and Head of Postgraduate Program School of Public Administration, the National Agency for State Administration (STIA LABandung, West Java, Indonesia entitled **How Effective is the Indonesian External Public Sector Auditing Reports Before and After the Audit Reform for Enhancing the Performance of Public Administration?**. The research aims to enrich the existing administration, accountability, and auditing of public sector literature. Two main research questions; firstly, how is the quality of information in the audit reports of the BPK; secondly, what are the key factors influencing the effectiveness and ineffectiveness of information in the audit reports.

The study revealed that the executive's history had historically neglected the roles and functions of BPK. Auditors lacked independence as the executive influenced the administration and finances of BPK. Auditors also had lack of opportunity to increase their professionalism. Since there was little incentive

for auditors not to accept audit fees from auditees, the objectivity and integrity of auditors was reduced significantly. Since the third amendment of 1945 Constitution in 2001, the Indonesian government had reformed laws and regulations related to public sector auditing for strengthening BPK. In situation where the Indonesian public administration needs immediate reform, BPK keeps trying to improve its professionalism and independence to provide qualified audit reports. BPK has been given much attention to education, training, and the development of other skills and knowledge; implemented remuneration; applied a rewards and sanctions. This study revealed a significant improvement in the amount and quality of in audit resources, including numbers of qualified auditors, representative offices, information and technology, and modern equipment. However, many new auditors lack of experience and lack of diverse educational backgrounds in addition to accounting and finance for conducting performance auditing. To enhance the quality of public administration and accountability, this study gives recommendations for BPK in (1) strengthening its independence, (2) expanding auditor's professionalism and competency in risk management (3) improving the facilities of the training centers, (4) increasing follow up of audit reports, (5) evaluating laws and regulations, (6) enforcing the implementation of performance auditing.

The twenty sixth paper Titled **The Strategy For Improving Public Services Delivery In Indonesia** by Dr. Suranto, Department of Government Science, Muhammadiyah University of Yogyakarta and Awang Anwaruddin of Center of Research and Development for Information System and Administration Automation, National Institute of Public Administration of the Republic of Indonesia. The crisis of public services in Indonesia has spread out to almost all sectors for decades. The poor level of public services performance suffered by customers is mainly indicated by sluggish service processes and excessive service cost. Various public policies have been undertaken to improve public services performance; however, no significant improvement is perceptible.

This paper attempts to find a strategic solution to improve the public services in Indonesia. Through a depth analysis, a positive answer is recommended: The Indonesian Government should carry out a comprehensive approach of bureaucratic reform, including the bureaucratic institution, management, human resources, and service culture. Since the reform is complicated and massive, however, it should be carried out incrementally, through preliminary, implementation, and evaluation stages.

The twenty seventh paper titled **Analysis Of Democratic Public Service Network Case Study in Urban Transportation Service in Makassar City**, South Sulawesi Province, Indonesia by: Dr. Alwi, M.Si. In general, public services organized by government bureaucracy are still serious problem, including urban transportation services/public transportation in Makassar City. In this case, urban transportation services in Makassar City have not

been able to provide service as expected by citizen. As principle of democracy, citizens are "masters" who must be delivered service satisfactorily by state officials. Therefore, government bureaucracy, in fact, must understand the needs of citizens and this is what writers call democratic public service. Theoretically, to solve complex problems such as problems of urban transportation services necessary inter-organizational networks, because many institutions and associated with it. Merging the two concepts into the concept of democratic public service (urban transportation) network is a new concept in the science of public administration. Inter-organizational network aims to use resource efficiently and effectively, as well as a democratic public service aims at making citizens as the focus of public service through their involvement in the process of solving public problems. This study aims to describe the implementation of democratic public services (urban transportation) network in Makassar City. This study used qualitative methods and case study research strategy to uncover the deeply democratic public services network. Data collection techniques used was observation, in-depth interviews, and documents. Processing technique and data analysis is the analysis of qualitative descriptive case study. The result of research pointed out that the implementation of democratic public service (urban transportation) network in Makassar City has not been effective.

The twenty eighth paper titled **Balance Theory** by Dr. Inu Kencana Syafii. When people ask why today Islam is blasphemed throughout the world — forbidden wearing headscarves in France, in the United States its presence is examined and in Australia its organizations were disbanded — with various accusations we did not expect, this was because Islam is one of the world paradigms worried shifting all previous paradigms. After weakened communism socialism and capitalistic liberalism is the only wide world paradigm, they concerned about the return of the — according to them — tyrant rule, then it is anticipated with slander and propaganda. However, inevitably, humankind will understand goodness, truth, and the beauty, also in ethics, logic and aesthetics. So where are the ideologies sitting in case Koran assembled all the disciplines of science, moral ethics, and nuances of art? How about Al Fatihah which became Prolegomena and *preamble*, in addition to reading of the prayer becoming the rhythm of worship? It should be impregnated that Al-Fatihah is the core essence of transcendental thinking in three world grand narrative

Yogyakarta, January 21th, 2011

Editors:

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CONTENTS

ACKNOWLEDGEMENTS ~ iii

PREFACE ~ v

KEYNOTE SPEECH : Sunhyuk Kim (Professor, Department of Public Administration, Korea University)

Globalization and Policy Change: The Case of Korea ~ 3

THEME: ENVIRONMENTAL CHANGES AND COLLABORATION IN PUBLIC ORGANIZATION.

The Implementation of Social and Environmental Responsibilities's Regulation by PT Karya Tangan Indah Bali

Ni Putu Tirka Widanti ~ 27

The Sustainability Of Jakarta As The Capital City

Hartuti Purnaweni ~ 41

Democratization and Environmental Politics of Natural Resources Management at Local level

Edi Santosa ~ 55

Governing the Disaster-prone Community

Laila Cholid ~ 67

Conflicts In Environmental Policy-Making In Korea: The Case Of Gyeong Mountain Golf Course

Su-jin, Yu ~ 83

Impacts of Decentralization on Environmental Management in Thailand

Soparatama Jarusombat ~ 107

THEME : NEED ASSESSMENT OF PUBLIC ISSUES IN PUBLIC ORGANIZATION

Leading to Improvement? The Politics of ISO 9001:2000 Transfer to Local Service Delivery

Wawan Sobari ~ 121

Democracy and Growth Revisited : An empirical study using fsQC

Dong-Hyun Choi ~ 155

Government Antismoking Campaign: Quixotic Dream Or Confident Expectation?

Subiyanto ~ 177

An Empirical Study of the Autonomy of Thai (Autonomous) Public Organizations

Amporn Tamronglak ~ 195

The Strategy For Improving Public Services Delivery In Indonesia

Suranto and Awang Anwaruddin ~ 213

THEME : TRANSFORMATIVE LEADERSHIP

Potential Users and Critical Success Factors of e-Government Services: the Case of Indonesia

Ali Rokhman ~ 231

Bureaucracy Culture and Leadership in Indonesian E-Administration

Implementation: Based on Perspective of Knowing and Learning Organization

Ayuning Budiati and Rudiat Komara ~ 245

THEME : CURRENT MANAGEMENT INFORMATION SYSTEM IN ELECTRONIC ERA
Internet Regulatory Policy in Korea: Its Origins, Impact, and Changes
Gyuseong Park ~ 259

THEME : DESIGN OF STRUCTURE ORGANIZATION IN DEMOCRATIC ERA
Competition for jurisdiction over food industry in Korea
Sungeun Park ~ 277

THEME : PLANNING AND DECISION MAKING
Making Strategic Works In Local Government: Challenge And Problems, A Case
Study Of Strategic Plan Implementation In Yogyakarta Special Province
Achmad Nurmandi and Eko Priyo Purnomo ~ 295

THEME : CULTURE AND ETHICS OF PUBLIC ORGANIZATION IN DEMOCRATIC ERA;

Transformation Of Public Organization Culture In Indonesian Democratic Era
Arundina Pratiwi ~ 327

Anticorruption Agencies and Reform: The Case of the KPK in Indonesia
Jin-Wook Choi ~ 337

Robust Ondoafi Powers in Central Urban Communities (*Studies Authority Ondoafi in Jayapura Papua*)

Bonefasius Bao ~ 351

Balance Theory

Inu Kencana Syafie ~ 367

THEME : PERFORMANCE MEASUREMENTT

How Effective is the Indonesian External Public Sector Auditing Reports Before and After the Audit Reform for Enhancing the Performance of Public Administration?

Septiana Dwiputrianti ~ 381

Decentralization, Accountability, And Local Government Performance In Indonesia

Sujarwoto and Tri Yumarni ~ 409

Analysis Of Democratic Public Service Network (Case Study in Urban Transportation Service in Makassar City, South Sulawesi Province, Indonesia)

Alwi ~ 437

THEME : COMMUNICATION PRACTICES IN PUBLIC ORGANIZATION

An Analysis Of The Effect Of Press Freedom On Corruption : Evidence Through A Cross-Sectional Data Analysis

Songhee Yoo ~ 453

Organizational Communication In Licensing Office Of Yogyakarta City To Achieve Service Performance

Yeni Rosilawati, Krisna Mulawarman and Dian Kusumadewi ~ 469

THEME : HUMAN RESOURCES MANAGEMENT.

Improving Indonesia Civil Servants Performance Through Job Analysis

Dyah Mutiarin ~ 483

Career Path Planning for Indonesian Public Servant

Utami Dewi and Atik Septi Winarsih ~ 499

Leading to Improvement?

The Politics of ISO 9001:2000 Transfer to Local Service Delivery

Wawan Sobari¹

Abstract

In the last eight years, there has been a rising practice of the ISO 9001:2000 transfer within local and provincial governments in East Java Indonesia. It is an interesting fact as the practice invites some controversial questions.

This paper addresses three main questions concerning the process, impacts and external evaluation of the transfer of ISO 9001:2000 to service delivery at the local secretariat office in the Regency of Malang Indonesia. Its methodology applies qualitative approach to build understanding by intensifying the research process aimed to obtain the full picture of the transfer.

This paper shows some important findings around this transfer; first, the decision to transfer is a result of social process aimed to build better image of the office. As well, a policy network, ranges from local to international actors, has constructed the ISO 9001:2000 implementation as the best practice in service delivery. Finally, the certificate attributed to the implementation of ISO 9001:2000 cannot adequately assures the improvement of technical capacity of the office. Rather, it has created dependency on assurance server to sustain the performance improvement. Thus, this transfer has created a qualified office, not an educated office that is self-achieved fulfilment in delivering better service.

Key words: policy transfer, local service delivery, ISO 9001:2000, social construction.

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I. Introduction

Obtaining the international organization for standardization (ISO) certificate has been the recent trend for the local and provincial governments in East Java Province during the last eight years. They have attempted to gain this certificate in order to assure the quality of service delivery. According to the Organization Bureau of the East Java Provincial Government, 42 service units within local and provincial governments have gained the ISO certificates until the end of August 2006. Majority of them (39 of 42) have implemented the ISO 9001:2000 Seri, which is a model for assurance of quality systems for design and development, production, installation and servicing (Brown and van der Wiele, 1996:59).

As well, 58 service units in East Java are pursuing to gain the same certificate nowadays, and they have targeted to obtain it by the end of 2006 (Jawa Pos, 7 November 2006). They comprises of provincial and local hospitals, provincial and local service offices, and provincial and local technical institutions. Meanwhile, the remainders have applied this standard for administrative service, especially at the local secretariat office in both local and provincial governments.

The Regency of Malang is one of the local governments that have already obtained the ISO 9001:2000 certificate since 2003. This regency has implemented the ISO 9001:2000 standards in nine divisions of the local secretariat office, which has been specified for administrative service. Through the assistance of Surveyor Indonesia (SI) Ltd, this institution undertook several strategic stages in improving internal quality management system. Then, the office succeeded to obtain the certificate number QEC 20136 on 26 February 2003 issued by SAI Global Assurance Services, Australia (Susanto, et al 2003). Besides, four other service units gained the same certificate in the last two years (2005-2006), namely the local government-owned water supply company, the local government-owned hospital, the population and civil registry service office and the housing and settlement service office. They have specifically applied the standard for local service delivery.

It is interesting to observe these local government practices, since they invite several controversial questions. Why are the local and provincial governments very keen to adopt the ISO 9001:2000 into service delivery? Why do they prefer international certification such ISO 9001:2000 in enhancing local service delivery? Are there any relevancies between international recognition and local service performance? Although the certification and its process need a large budget, why do the local governments insist pursuing it? Does the certificate contribute to generate a better service delivery?

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In the perspective of administrative science, the essence of ISO 9001:2000 as a quality management system is similar to performance and quality management. Both have the same principles, such as state a clear organizational mission, emphasis upon output and outcome in terms of specified objectives, state the target or measurable indicators, set clear expectations and create supportive culture. As well, ISO 9001:2000 emphasizes customer-determined service, which can also be found in the performance and quality management practices (Rouse, 1999:80). Meanwhile, in the perspective of policy sciences, the attempt to adopt ISO 9001:2000 is a practice of policy transfer; in which an administrative arrangement in one time and/or place is used in different time and/or place for specific purposes (Dolowitz and Marsh, 1996:344). In this study, the local government transfers ISO 9001:2000 as an administrative technique (object of transfer) from the International Organization for Standardization (ISO) to its service units.

In research practices, the new public management (NPM) perspective has dominated studies about policy transfer in public domain in developing countries. For example, Common studied the transfer of NPM in several Southeast Asia countries (2001); Polidano conducted a literature study of NPM implementations in several developing countries (1999); Minogue applied the broader context of NPM and governance reforms to analyze the transfer of regulatory governance to developing countries (2002). Other researchers also studied the implementation of the NPM package, such as Ingraham (1996) who studied privatization and Awortwi (2004) who studied public private partnership, public community partnership and contracting-out in three Ghanaian cities.

Nevertheless, performance and quality management is quite different from NPM in its principles, since it does not rely on the value for money (VFM) as the main achievement in service delivery. Rather, performance and quality management remains to take into account public values, especially in the complexity of stakeholders (inclusive), in setting the values and ideas about good performance and quality service (Rouse, 1999:77-78). In other words, performance and quality management applies quasi-market principles that encompass citizens as beneficiaries. Based on this difference, this study argues that the study about performance and quality management is still rare; especially, through the international certification in service delivery.

II. Policy Transfer and the Construction of Best Practice

The concept of policy transfer is often associated with other notions that have similar essence, such as policy convergence, policy diffusion and

lesson drawing. However, many authors tend to distinguish it, and they usually refer to Dolowitz and Marsh work putting the basics of policy transfer. They generally defined this concept as an intentional adoption process of knowledge about policies, administrative arrangement, institution and other matters from one time and/or jurisdiction to another aimed to improve a certain condition (Dolowitz and Marsh, 1996:344). As well, they created an analytical framework to assess the process of policy transfer by explaining the possible actors involved in policy transfer, its reasons, its transferred substances, the degree of transfer and some possible constraints. Later, they sharpened the framework, acknowledged as 'Dolowitz and Marsh model', by augmenting two additional issues, which are the distinction of voluntary and coercive transfer and the relationship between policy transfer and policy failure (Dolowitz and Marsh, 2000:8).

Hence, policy transfer is an intentional process of adoption by an authoritative organization, government or state, in order to improve a situation/condition in a specific jurisdiction. This definition contains several points as following explanation. First, policy transfer always involves deliberate process of adoption, since the actors, especially governmental actors, actively adopt (voluntary) or determined by other parties (coercive) a lesson from different jurisdiction or institution; therefore, the policy transfer is undertaken through a purposeful action in a certain process. Second, whatever the transferred lessons, including negative lesson, the actors have a positive objective in enhancing a situation by borrowing other parties' ideas, policies and knowledge. Third, in policy transfer, a borrower does not always implement the adopted lessons, as it can also a negative lesson.

Relating to the ISO 9001:2000 implementation at the office, this definition views that this policy is an intentional process of the local government in adopting an administrative technique from outside party aimed to improve the performance of the office. This study understands ISO 9001:2000 as a positive and applicable lesson in achieving certain goals of the office. However, we cannot automatically identify whether an adopter voluntarily decides this transfer process or there are other parties who determine this decision.

Coming back to the discussion of the Dolowitz and Marsh's framework, they intended the framework to understand and explain the process of policy transfer (Dolowitz and Marsh, 1996:357). They remained to sustain this way of thinking in their later work; by which the two authors developed a framework aimed to help researches and practitioners to examine the process of policy transfer and help themselves in evaluating the 'value added' aspect of the concept. Of course, it still refers to a series of six questions, including the latest question about relationship between policy

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transfer and policy failure (Dolowitz and Marsh, 2000:7). Thus, the proposed frameworks focus the study of policy transfer on its process.

Although this model has predominated to the studies of policy transfer, several other works attempted to develop the different frameworks in this research field. Evans and Davies proposed a model of analytical framework to apprehend why policy transfer occurs. By founding on structure and agency approach, they suggested policy analysts to assess the transfer process within three-dimensional frames, namely 1) global level 2) international and transnational level and 3) the macro state level and inter-organizational level. This framework developed further Dolowitz and Marsh's model, which emphasised more on the transfer of specific policies; and they proposed the importance of spatial domain to explain the transfer process. As well, both authors introduced policy transfer network as the new agent that can influence a policy adoption process, and they categorised policy transfer as an international action in both voluntary and coercive transfer (Evans and Davies, 1999:361-385).

Under an across space transfer study, Common researched the transfer of NPM to public sector management in Malaysia, Singapore, Taiwan, Japan and Hong Kong. He used the policy transfer analysis as the main framework that refers to Dolowitz and Marsh's model. Besides, he attempted to integrate globalization perspective, as an independent variable, to comprehend the adoption of NPM in these countries. As well, Common applied the administrative change model to search the transfer occurrence (Common, 2001:26-28). Accordingly, he mixed three analytical models to explain the emergence of policy transfer; globalization as an independent variable through the investigation of administrative change, a model of NPM as an object of transfer and Dolowitz and Marsh's model.

Next, Mossberger and Wolman developed a prospective framework aimed to assess the effect of policy or program before transferring and implementing it to another time and place. At least, they proposed three requirements before adopting a policy or program. First is awareness. It involves an action to search adequate and accurate information regarding the comparative aspects of policy or program; for example, goal, design, actual operation and similarities of causes and problem. Second is the process of policy assessment towards all gathered information. This assessment process can consider three main aspects, namely similarity of problems and goals, policy performance and differences in setting. The last is application. It refers to the use of information in decision-making process aimed to decide whether the borrower will transfer, reject or modify the proposed policy (Mossberger and Wolman, 2003:429-431). Similar to this work, Common mentioned about pre-requisites for policy transfer, that refer to the Rogers's work (1995), which comprise of six factors: 1) relative advantage 2) compatibility 3) complexity

4) *trialability* 5) *observability* 6) *past policy* (Common, 2001:20-21).

In addition to these proponents' works, there are other works endeavouring to criticize Dolowitz and Marsh's framework. James and Lodge asserted three limitations of policy transfer for public policy research. One of these limitations is that policy transfer is very difficult to separate from other forms of policy-making; though it is broader in scope by revealing policy-makers behaviour whether they are voluntary or under coercive situation. Thus, they remained to subsume policy transfer as "conventional accounts of how policy-makers strive to make 'rational' policy decision" (James and Lodge, 2003:189-190). It is important critique to strengthen that policy transfer is still viewed as promoting a rational solution towards certain situations or problems, though it is possible that policy transfer is a result of coercive behaviour of policy-makers. For example, when Indonesia had suffered from tremendous economic crisis during 1997-1998, the international monetary fund (IMF) required the Government of Indonesia (GoI) to implement some 'conditionality' policies; though these policies were incongruous to existing condition at that time. Nevertheless, GoI should undertake these policies since it needed cash fund to keep national balance payment. Hence, coercive transfer can also be done through a rational policy consideration in overcoming a certain problem.

Another framework derives from Martin Lodge's work. By suggesting an institutional approach, he remarked that the three institutional factors affect the transfer process, namely coercive pressures, organization of the political-administrative nexus and the impact of societal actors. These factors will determine the transfer of foreign idea or policy to a certain template (Lodge, 2003:162). Consequently, in this work, policy transfer is not merely a natural fact; but it is a result of social process, which involves various actors and contestation of their interests.

Also, there is another weakness of Dolowitz and Marsh' framework. This framework is very descriptive in researching a practice of policy transfer as it focuses more on the process without counting other aspects beyond the process itself. Indeed, a policy transfer could be a set of constructed facts. Then, the transfer of ISO 9001:2000 to the office cannot be merely assessed from its appearing process. For these reasons, this study also applies another framework in order to gather a full picture of the ISO 9001:2000 transfer, namely constructivist approach. Lastly, based on their remark about 'competitive advantage' of the framework in studying policy transfer (Dolowitz and Marsh, 2000:7), in this sense, this study argues that they have constructed the framework in tandem, as the better or the best one.

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III. Policy Transfer as a Social Construction²: an Alternative Framework

Choosing ISO 9001:2000 as the main reference in improving service delivery seems to be convincing. Perfect tools, clear logic, clear measurement and prospective performance are the main advantages that feature this quality management system. As well, the next ultimate goal is the transformation of service delivery. Indeed, these rational bases do not always ground the decision to transfer, since it may also be a contagion (Strang and Macy, 2001: 152).

This study views policy transfer not merely as an intellectual activity in creating a better policy; rather, policy transfer is a product of social process, which engages various actors and arguments in constructing the transfer process as a valuable practice. This sub-chapter applies three main categories of work aimed to sharp the analysis of the ISO 9001:2000 transfer to the office. Firstly, Strang and Macy (2001), Strang and Still (2003) and Rap's (2004) work denote the practice of policy transfer as a constructed image, and it can be a best practice emulated to other areas or sectors. Then, Haas and Stone's work (also Rap) explains the involvement of 'authoritative' actors in every level of transfer practice. Lastly, Bourdieu and Dore's work attempt to assess the role of certificate that is attributed to the ISO 9001:2000 transfer in ensuring performance of the office.

Strang and Macy attempted to reveal the logics beyond the diffusion of innovation, which commonly tell the success story as the main matter. They argued that it is a constructed reality because when one organisation decided to adopt a success experience from others, it does not always rely on rational consideration. In fact, this adoption process can involve biases when "successes but not failures are attended to" (Strang and Macy, 2001:148). Next, they described this situation as a process of 'adaptive emulation' where "actors respond to perceived failure by imitating their most successful peers" (Strang and Macy, 2001:148).

Adaptive emulation model proposes three core assumptions regarding inter-organizational imitation. First, an organization seeks to search lesson from others when it realised that its performance cannot attain a desirable result (to be competitive). Then, this organisation tends to search external lesson rather than find out from its internal practices. Second, an organisation learns from its performance when it experienced to run innovation, not merely from what other do. Third, the biases of success

² I borrow the term "social construction" from Checkel (1999:538). It has the same meaning to policy making as a "cultural construction" (see course description 4209 Policy Analysis, MA program 2005/2006, Institute of Social Studies)

story tend to cover an effective decision-making that commonly found upon rational considerations and activities. Because the broadcast of success story can construct and dominate the discourse of innovation, by excluding theoretical and comparative analyses based on evidence (Strang and Macy, 2001:154-155).

In the next work, Strang and Hill revised the model in which imitation is no longer a search for excellence, but a search for elite. Remain consistent with the first three arguments, both authors suggested to broaden the scope of inquiry by closing attention to prestigious organisation. In this model, prestige expands the adoption process not to the top performer, but to the prestigious performers (Strang and Hill, 2003:9-10). Therefore, this study argues that the reason to become top performer is not sufficient to explain the transfer process, but also the reason for prestige.

Meanwhile, in a study of the irrigation management transfer (IMT) in Mexico, Rap applied a cultural and constructivist perspective of policy model³ to search the real argument beyond the transfer of successful policy. His main argument is that "the success of policy model is only a success within the cultural and ideological understandings and practices of a policy network" (Rap, 2003:2).

Broadly speaking, this perspective clarifies a (successful) policy model by using two explanations. First, the perspective views that the success story is not exclusively as evidence-based policy; rather, the story is a product of particular work that intentionally makes it plausible, as Latour and Mosse remarked (Rap 2003:4). This basic argument will lead us to comprehend proportionally a policy model more than a technical claim and interpretation; then, we can go deeper to ask why the policy model should always be successful in its features. Of course, in a certain discourse, especially about a transferred policy, idea or program, such construction is very vital as the strategy to set the good image of a policy model.

The second argument explains about the actors and its role in creating, promoting and transferring a policy model. He identifies them as politicians, technocrats, officials, researchers, experts and consultants (Rap, 2003:4). According to Latour and Mosse, their roles are very clear as the constant translators "of policy goals into practical interests and ambitions of potential supporters and vice versa, whilst sustaining and stabilizing an interpretation of events" (Rap, 2003:4-5). By collaborating in a policy-making process, each actor can dominate the construction of transferred object as a success story. Thus, it is logical if such process can neglect some preconditions, which

³ The term 'model' has two meanings in this paper. First, model is a set of analytical logic. Second, model is knowledge about transferred policies, ideas, institutional arrangements, and programs (Dolowitz and Marsh, 1996:349-350).

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At the international level, Haas mentioned the *epistemic communities* as entities who play roles in constructing a policy model. These people use authoritative claims that based on expertise and competence, including scientific knowledge, in a certain domain or issue area aimed to campaign a success of policy model. They usually play in a causal logic of epistemic policy coordination through three major dynamics, namely uncertainty, interpretation and institutionalization (Haas, 1992:3). As a policy model, ISO 9001:2000 is constructed by consultant communities that provide paid assistance and consultancy for its implementation. Meanwhile, standardization institutes play an authoritative role to decide, recognize and announce a certification process as well as to conduct a periodical inspection towards the standard implementation in 'customer' organizations.

Stone presented a method for understanding the politics of inter-organizational policy transfer, namely policy network. The network composes of various organizations, NGO, government, international organizations, corporations and consultants that are involved in policy transfer. It has a key feature: "a shared problem on which there is an exchange of information, debate, disagreement, persuasion and a search for solutions and appropriate policy responses" (Stone, 2001:12). This network is a mean for organization, individually or in a coalition, to project and broadcast their ideas into object of policy transfer across states and within global or regional forums. Then, it is possible for the network "...to build alliances, share discourses and construct consensual knowledge". Such activities are important for the network in shaping the terms of debate, networking with decision-makers and relevant stakeholders, constructing argument and brokering the object of policy transfer to potential political supporters and patrons (Stone, 2001:13). In her later work, Stone introduced another term as global public policy networks (GPPNs). These networks operate in the delivery of public goods due to the governments and international organizations no longer have the ability to design and/or implement such policies. One example of these networks is ISO 14000 (Stone, 2004:559). In this study, an analysis of the role of policy network is crucial to understand better; how the ideas about ISO 9001:2000 are constructed and how the coalition between a policy network and local and national decision makers work, in terms of formal or informal coalition.

In addition, this study applies two others constructivist works aimed to broaden and shape its analysis, namely the concept of *institutionalized cultural capital* from Pierre Bourdieu and *the diploma disease* from Ronald Dore. Beginning with the concept of cultural capital applied in educational research, some authors interpreted that this concept consists of two meanings. First, cultural capital represents knowledge of perceptive

aesthetic culture. Second, cultural capital is distinct from the form of knowledge and competence, such as skill (Lareau and Weininger, 2003:568). From this concept; Bourdieu, then, discussed about credentials or institutionalized cultural capital, which relates to the question of school certificate as a ground to gain certain purposes and positions. By this he means, the analysts should comprehend this concept to recognize the two forms of competence; one is that certificates and degrees play role in ensuring a technical capacity. In contrast, he also remarked that certificates and degrees are instrument to show a social competence or status of the holder. Besides, he added that the boundary between technical and social competence is a part of social construct resulted from conflicts among actors 'pursuing opposing interest' (Lareau and Weininger, 2003:581-582).

Dore's work sharpened Bourdieu's remark. He argued that there was an educational inflation following what he called as 'qualification-escalation' in 1970s, in which it spread the myth that education 'improves' people. These people believed that the higher the qualification (degree of certificate) the better their performance and salary (Dore, 1976:5). The challenging effect of this situation is the effect of schooling, "...the way it alters a man's capacity and will to do things, depends not only on what he learns, or the ways he learns it, but also on why he learns it" (Dore, 1976:8). From this remark, then, he distinguished the basis of schooling, whether it is an education or qualification. Education is a learning process that targets mastery as its objects; in contrast, qualification does not target mastery as the main concern rather "being certified as having mastered". Thus, the purpose of getting certificate is as a passport to a coveted job, status and income; education is a learning process to *do* a job, whereas qualification is a learning process to *get* a job.

Furthermore, Dore differentiated two types of teacher-student relationship in these learning processes that he labels as 'hidden curriculum'. Educator requests the students to achieve a standard conscience and commit to self-achieved fulfilment. Then, it leads to mutual relationship between educator and students. Rather, qualifier creates authoritative external judgment, forces exclusion and evokes anxiety, which, next, leads to dependency on 'the tyranny of examiners' between qualifier and students (Dore, 1976:8-9).

By referring to the last two remarks, this study can make an analogy that the local government's effort in gaining the ISO 9001:2000 certificate is a form of educational or qualification process with two possible objectives. In one hand, the local government uses the ISO certificate to assure a technical capacity in servicing. On the other hand, the local government seeks to obtain the certificate as a symbolic function aimed to get recognition and popularity or status, and it does not directly relate to the technical capacity advancement. Hence, the certificate can be useful to attain the technical and/or symbolic

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competence. However, in this context we cannot judge that the prestigious certificate in a negative sense, because the office probably uses it as part of performance improvement strategy. There could be indirect relationship between status and performance improvement. In this case, the local secretariat office attempts to gain certificate in order to enhance its prestige. Through this better image, then, the office can attract investors; and it possibly leads to the performance improvement in delivering a better service. Finally, through the perception of relationship between assurance server and the office in the transfer process, this study can examine whether the assurance server generates an educated 'pupil' office or a qualified 'pupil' office.

IV. The Regency of Malang's Experience in Implementing ISO 9001:2000

The Actors and its roles

There are six main categories of actors involved in a policy transfer: elected officials; political parties; bureaucrats/civil servants; pressure groups; policy entrepreneurs/experts; and supra-national institution. In many cases, a policy transfer can engage more than one category of actor (Dolowitz and Marsh 1996:345-346). By knowing them, a researcher can comprehend their roles and interaction in the transfer process.

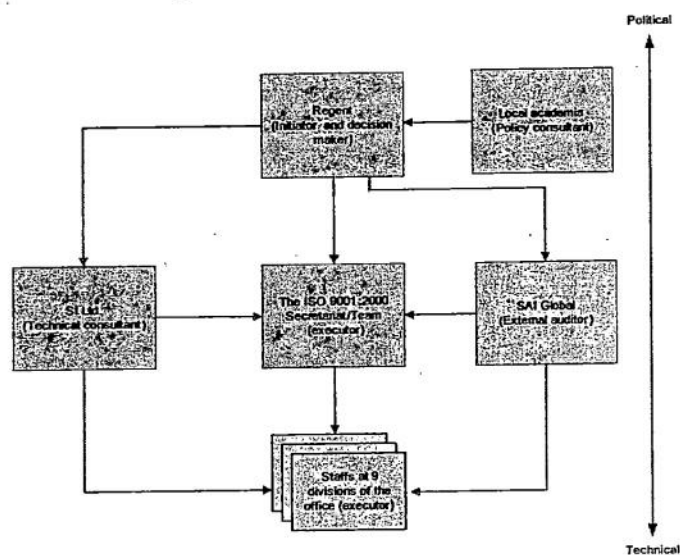
The transfer of ISO 9001:2000 to the office has encompassed four categories of actors based on their roles. The first is the former regent as the initiator and decision maker⁴. All of the informants interviewed in this study argued that the regent plays a decisive role in the whole transfer process; since, as an executive commando, he has an authority to create a program. Then, he deeply involves in initiating, formulating and deciding this policy transfer.

The second actor is the ISO 9001:2000 secretariat. It is a team arranged by the regent through a regent decree. The present regent enacted the decree number 180/380/KEP/421.012/2006 to legalise the latest team which consists of the regent, the deputy of regent, the local secretary, the deputy of local secretary for administrative affairs, the chief of division and 15 staffs of the office. Except the regent and his deputy, all members of the team run the strategic activities in implementing ISO 9001:2000 at the office. According to the decree, this team performs supervisory functions, which comprises of monitoring and evaluating the quality policy and goals accomplishment,

⁴ He is Mr Ibnu Rubiyanto inaugurated in October 2000. He had governed the regency of Malang for one year only as he passed away in 2001. Then, his deputy, Mr. Sujud Pribadi, took his position until 2005. Mr. Sujud reelected in 2006 for his second period until 2010.

reviewing internal quality audit and controlling documents, quality records and corrective/preventive actions. The team also performs other tasks such as executing quality improvement programs and identifying weaknesses and creating the way to overcome them. Moreover, all staffs at the office are other actors. They implement all daily activities that relate to the ISO 9001:2000 implementation in terms of procedures and services

Figure 1 the Actors and Their Roles



Two other important actors are the Surveyor Indonesia (SI) Ltd. and the SAI Global Ltd. The main activities of the first party are in assisting, training and consulting the implementation of ISO 9001:2000. The SI Ltd's roles are significant since it guides the whole process of transfer. Meanwhile, the SAI Global Ltd undertakes auditing and certifying roles.

The appointment of these two institutions followed the different bidding process. The former regent chose the SI Ltd. in 2001 through a normal bidding process; however, in the following years, the present regent appointed directly this consultant firm without any bidding due to efficiency and effectiveness reasons. Meanwhile, the two regents directly appointed of the SAI Global as an assurance server; because the public procurement regulation allows the regent to directly appoint a bidder if the nominal project is less than Rp 10 million.

The last actor is local academics who did not directly engage in the transfer process, but they had important roles in suggesting many influential advices during the first year of the former regent period in 2001. Next, in

responding to this advice, the regent preferred ISO 9001:2000 as a tool to pursue his policy in creating an internal reform at the office.

In short, multi-actors engaged in the transfer process range from the technical category to the most political one. The ISO secretariat, officers, staffs, the SI Ltd. and the SAI Global Ltd perform non-strategic and non-decisive roles; on the contrary, the two regents and local academic run strategic and decisive roles⁵. However, all of them take the same position as proponents of this policy; and, in fact, there is a huge dependency upon the regent. It is an interesting relationship among actors in a policy transfer, as multi-actors involvement is not identical to multi-actors engagement in decision-making.

V. The Transferability of ISO 9001:2000

Transferability

Transferability can determine whether a policy transfer yields beneficial impacts to the lender or not, because the more transferable an object of transfer the higher the possibility for the office to get some positive impacts. This sub-chapter presents transferability in four aspects that are relative advantage, compatibility, complexity and past policy. The presented aspects, indeed, typically feature the broadcast of ISO 9001:2000 as one best practice in local service delivery.

Advantages for the Office

The government informants categorised two main advantages obtained during the ISO 9001:2000 implementation; that are macro-advantages and micro-advantages. Table 1 below presents the details of them:

Table 1 the Advantages of the ISO 9001:2000 Implementation

Macro-advantage	Micro-advantage
<ul style="list-style-type: none"> • The system is internationally assessed and recognized • The office works always comply with the standardized quality management system • The system is periodically audited • There are always continual improvements in order to perfect the system • It can be an attractive factor for investor 	<ul style="list-style-type: none"> • Every work process is clearer in procedure and responsibility • Work processes are more effective • Every staff attempts to work better aimed to achieve quality goals • Communication among staffs and officers are better • Archive is well documented and traceable

Source: The local secretariat office, 2006

⁵ For the explanation of technical and political roles see Metcalfe and Richards, 1987:30

Marco-advantage is benefits obtained by the office based on international features of ISO 9001:2000 as a quality management system. The government believed that ISO 9001:2000 has given quality assurance and guidance in performing the works of the office. For example, the office can periodically audit and improve its quality of works. Besides, relying on its international reputation, the ISO 9001:2000 implementation has benefited the government in raising its competitive advantage in international investment competition. The government has asserted this claim in its website (http://www.kabmalang.go.id/Bagian_organisasi/Kepuasan_Pelanggan_inggris.htm).

Micro-advantage relates to the ability of ISO 9001:2000 in resulting internal reform at the office. As a quality system, ISO 9001:2000 has contributed to the staff and officers in performing their works. For instance, the staffs can undertake their job effectively with clear procedure and responsibility.

Compatibility and Complexity

According to the quality manual, the local secretariat office has excluded two clauses in implementing ISO 9001:2000. First is 7.3-design and development clause, since the office does not undertake activities in designing and developing a new product. Second is 7.6-control of monitoring and measuring devices clause, as the office does not have specific devices to be calibrated or verified (quality manual, 2006:6). In the ISO system, such exclusions are permissible and both of user and assurance server usually notice it in a quality contract between.

The government informants claimed that the quality management system of ISO 9001:2000 is compatible with the office, because the existing administrative system at the office has the same basic characteristics. This relative similarity has helped to succeed the transfer process between the two administrative systems, or Common remarked it as 'perceptions of similarity among prior and potential adopters' (Common, 2001:21).

Concerning complexity, the government and consultant informants perceived that ISO 9001:2000 is not so complex. As evidence, most officers and staffs can run this system.

Existing Policy

Policy transfer cannot neglect the existence of past policies, because they can affect lender and borrower⁶ agents in the transfer process for both

⁶ The author borrows these terms from Robertson and Waltman, in Dolowitz and Marsh, 1996.

contexts, institutional and structural constraints (Wolman, in Dolowitz and Marsh, 1996:354); and this study found this situation. Since the early stage of the transfer process, there have not been local policies, which restrict the ISO 9001:2000 implementation.

Relating to the public service reform, the national government issued several policies. For instance, the state ministry of administrative reform issued three decrees in 2003 and 2004:

- I. The decree number 63/KEP/M.PAN/7/2003 concerning the Guide of Service Provision
- II. The decree number 25/KEP/M.PAN/2/2004 concerning the Manual of Customer Satisfaction Indexing for Government Services
- III. The decree number 26/KEP/M.PAN/2/2004 concerning the Manual for Transparency and Accountability in Service Delivery.

These policies, then, legitimise the transfer of ISO 9001:2000 to the office.

Performance of the Office

The government informants (and the consultant) claimed that there have been some progresses of the office's performance after implementing ISO 9001:2000. The first progress achieved is internal performance improvement. It can happen since each division at the office has already had standard quality procedures in performing services. They argued that these procedural works have positive effects to the performance improvement.

The attainment of quality goal for correspondence service at the general affair division demonstrates some evidences. In the last one and a half year, this division succeeded to deliver all of the letters addressed to the regent, deputy of regent, local secretary and assistant of local secretary less than or within one day; thus, the office accomplished 100 percent target. The complete data show in table 2 and 3 below:

Table 2 Target Accomplishment of Correspondence Addressed to the Local Secretariat Office in 2005

Month	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Target												
≤ 1 day	15	20	24	29	17	20	27	11	28	35	25	27
> 1 day	0	0	0	0	0	0	0	0	0	0	0	0

Source: The general affair division, 2005

Table 3 Target Accomplishment of Correspondence Addressed to the Local Secretariat Office in 2006

Month	January	February	March	April	May	June
Target						
≤ 1 day	13	17	174	338	325	318
> 1 day	0	0	0	0	0	0

Source: The general affair division, 2006

Although the number of letters dramatically increased in the last four months (March-June), this division remained to succeed the quality goal. In this sense, the division is effective to perform its works.

The law and regulation division shows the same evidence. This division succeeded to achieve the target of drafting process for the regent instruction and two types of the regent decree, by which each draft should be issued within 7 days.

Table 4 below shows that throughout the first semester of 2004, this division succeeded to draft all of the regent decrees within or less than 7 days.

Table 4 the Accomplishment of Quality Goals at the Law and Regulation Division in 2004

Month	Quality Procedure			The Regent Instruction		The Regent Decree 1		The Regent Decree 2	
	The Regent Instruction	The Regent Decree 1	The Regent Decree 2	≤ 7 days	> 7 days	≤ 7 days	> 7 days	≤ 7 days	> 7 days
	Number	Number	Number						
Jan	0	3	127	0	0	3	0	127	0
Feb	0	3	52	0	0	3	0	52	0
March	0	2	66	0	0	2	0	66	0
April	0	1	32	0	0	1	0	32	0
May	0	2	8	0	0	2	0	8	0
June	0	3	29	0	0	3	0	29	0

Source: The Law and Regulation Division, 2004

The table 5 also demonstrates the same accomplishment during the first semester of 2006, including the two regent instructions.

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Table 5 the Accomplishment of Quality Goals at the Law and Regulation Division in 2006

Month	Quality Procedure			The Regent Instruction		The Regent Decree 1		The Regent Decree 2	
	The Regent Instruction	The Regent Decree 1	The Regent Decree 2	≤7 days	>7 days	≤7 days	>7 days	≤7 days	>7 days
	Number	Number	Number						
Jan	0	1	113	0	0	1	0	113	0
Feb	0	2	9	0	0	2	0	9	0
March	0	1	136	0	0	1	0	136	0
April	0	2	130	0	0	2	0	130	0
May	0	1	89	0	0	1	0	89	0
June	2	2	76	2	0	2	0	76	0

Source: The Law and Regulation Division, 2006

The second progress is the improvement of external performance that comprises of two categories, the achievement of customer satisfaction and the amount of investment. The informants asserted that they succeed to accomplish these two quality goals by showing some evidences. The data of customer satisfaction survey confirmed the claim that the quality of service delivery is categorised as good, by scoring customer satisfaction index of 73.60. The table 4-5 below briefly presents the survey result.

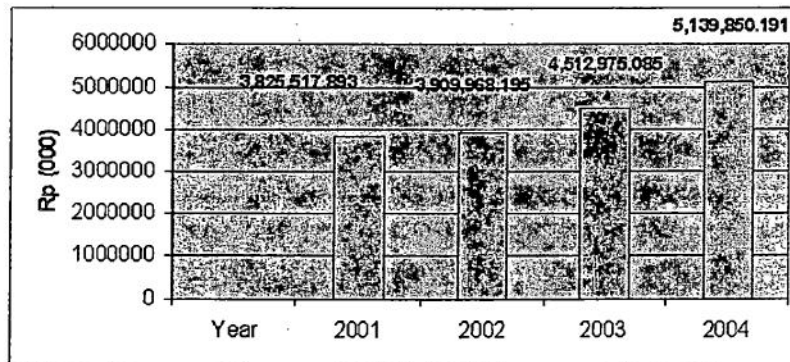
Table 6 Customer Satisfaction Index (IKM) of the whole Office' Services

No.	Service Items	Average (av)	Score (av x 25)	Quality
U1	Service procedure	2.91	72.67	Good
U2	Service requirement	2.97	74.17	Good
U3	The servant's clearance	3.03	75.67	Good
U4	The servant's discipline	2.99	74.83	Good
U5	The servant's responsibility	3.07	76.83	Good
U6	The servant's capability	3.03	75.67	Good
U7	Service rate	2.83	70.83	Good
U8	Service fairness	2.97	74.33	Good
U9	The servant's politeness and hospitality	3.13	78.17	Good
U10	Schedule certainty	2.83	70.83	Good
U11	Comfortable office	3.01	75.33	Good
U12	Service safety	3.14	78.50	Good
Average score		2.94 (av x 0.083)	73.60 (IKM)	Good

Source: The Local Secretariat Office, 2006

The data of amount of investment in the Regency of Malang (2001-2004) demonstrate another external performance. During four years, the total amount of investment raised gradually. Both the ISO 9001:2000 implementation period and this augmentation happened in tandem. As well, the data strengthen the assumption that in the last two years (2003-2004) the total amount of investment increased higher than the previous period (2001-2002). The figure 2 below shows the details:

Figure 2 the Amount of Investment in the Regency of Malang 2001-2004



Source: the regent accountability report 2002-2005

The government believed that the ISO 9001:2000 implementation has resulted better administrative system at the office; and it has led to create better administrative service that attracts investors to invest their money in the Regency of Malang. In the next chapter, this study seeks to examine whether this assumption is reliable or there are other determinant factors, which encourage investors to invest their money.

The third progress is learning process during the ISO 9001:2000 implementation. This study observes this process through the observation of three indicators, namely knowledge, skill and ethos; has the ISO 9001:2000 implementation transferred these three aspects?

The officers, staffs and consultant recognized that the ISO 9001:2000 implementation has introduced a new knowledge about management system that is targeting, measurable, procedural and documented. The officers and staffs realized that in the previous period, the office operated a more general system. Next, ISO 9001:2000 introduced the same system that is better in measuring, documenting, targeting and details of the steps undertaken.

The ISO 9001:2000 implementation has also transferred computer skill to the staffs and officers, because it requires a document management as the way to keep the system running in trace.

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Lastly, the government informants claimed that there are changing ethos among the staffs and officers after the ISO 9001:2000 implementation; since it has succeeded to encourage them to be more disciplined in their works. For instance, in order to achieve conformity, they should implement the whole procedures and targets in servicing officers and customers

Accordingly, ISO 9001:2000 has brought a new circumstance to the office, in terms of performance improvement. There is a different performance before and after the office implemented this quality management system, in which the officers and staffs testified better administrative arrangement, measurable and targeted works and well-documented archives. Moreover, the ISO 9001:2000 implementation could moderately increase the amount of investment in the Regency of Malang from 2001 to 2004. Lastly, the presence of ISO 9001:2000 has recognizably been able to improve most of the officers and staffs' knowledge, skill and ethos.

To conclude, these two main claims show the rational basis of policy transfer. Firstly, the government informants believed that this administrative system is transferable to the office and it has supported the success of the transfer. As well, they convinced that the ISO 9001:2000 transfer has given some positive impacts to the office performance. The next chapter attempts to test these claims.

VI. A Fuller Picture: the External Evaluation

After having explained the whole aspects of the transfer process, the transferability of ISO 9001:2000 and the office's performance in the previous two chapters, this chapter discusses the fuller picture of the transfer. This cannot adequately be performed for some reasons: firstly, lack of previous data about the office's performance lead to the difficulties in comparing both conditions, before and after the transfer process. However, some qualitative data from interviews can explain these differences. Secondly, lack of comparative (quantitative) data from the non-government (and other local governments) sources, except the consultant, which deeply researched or evaluated the implementation of this quality management system at the office; thus, the study obtained all of the quantitative data from the office. Still, in order to avoid data bias, this study attempts to balance by gathering comparative (qualitative) data from other sources, especially from the non-government informants. Finally, the nature of the office that focuses more on internal administrative service to the officers and staffs than to the citizens has made limitations in measuring the impacts, especially from the citizens as objective informants. Considering these limitations, the first sub-chapter therefore does not seek to present an objective conclusion. Nevertheless, it will draw perceptions from the various informants, especially the non-

government informants, regarding empirical arguments beyond the transfer. In the following sub-chapter, this report presents the assessment of transferability aspects of ISO 9001:2000 to public organisation, such at the office. The third sub-chapter assesses the performance of the office after implementing ISO 9001:2000. The fourth sub-chapter reveals the whole actors involved in the transfer process. The last sub-chapter reveals the role of the ISO 9001:2000 certificate in ensuring technical capacity of the office.

Empirical Argument: Building Image

Beyond the initiative to transfer ISO 9001:2000 to the local secretariat office, the non-government informants argued that the intention to build better image of the office determined this policy. This argument mainly based on some findings. Firstly, prior political situation, when the former regent won the very competitive election in 2000, led to political profile of the former regent not supported by sufficient supporter; and it encouraged him to create some progressive development programs.

Secondly, the former regent wanted to change the image of the Regency of Malang underestimated by other parties compared to the Municipality of Malang. Some NGO activists expressed their viewpoints that implementing ISO 9001:2000 as part of building image process.

In short, other determiners, which are empirical in nature, created the combination of argument to transfer ISO 9001:2000 as part of social process. It was not merely due to the initiative to change the office performance; rather, lack of political support at the local parliament and less supporters in the grassroots level fostered the former regent to set a distinguished image of his performance. Also, he wanted to send a message that people should position the Regency of Malang as modern as its closest neighbour.

Transferability: Neglecting the Nature of the Office

As discussed in some literatures, theorists have debated the transfer process between two indefinite processes, whether a policy transfer is a straightforward matter or it is not. Although perceptions of similarity are important, it is impossible to neglect contextual differences between two parties involved in a transfer process (Common, 2001:21-22). The following discussion explains some problems of transferability.

The first crucial note of the transfer is constraints emerging throughout the transfer process. The ISO secretariat openly asserted seven constraints in one presentation (2006):

1. Lack of commitment
2. Lack of human resource (capacity)
3. Limited time

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4. Lack of engagement
5. Lack of understanding
6. Lack of monitoring and measurement
7. Constraint from outsider

From those constraints, most of the staffs and officers complained about lack of commitment from the regent and some middle managers in undertaking supervisory function (point 6). As well, clients outside the office can be a serious constraint. One is officers and organizations that need services, but they do not want to comply with the standard procedures. Another one is person, group and organization that use its power to intervene the standard procedure. For example, one military organization once borrowed the government's bus by neglecting the standard procedure.⁷

In addition, the diverse ethos among the staffs in each division can be a constraint, because they can create problems in their relationship. Due to this situation, the certification targeting was late for 10 months.

The second note is the eligibility of ISO 9001:2000 system to the nature of the office. A purely technical consideration counters a hierarchical decision-making, which politically embed in its process. For instance, according to the quality procedure, the division of law and regulation shall issue a regent decree within 7 days; rather, the regent must consider the content of the decree without neglecting the complex array of stakeholder and its political interests. Consequently, this target is unrealistic.

Besides, officers and staffs, except the ISO secretariat members, complained about lack of incentive, since the incentive system does not automatically follow the increased workload after the ISO implementation. It can generate the degree of resistance from them

Lastly, the amendment of the law number 22/1999 concerning local administration has constrained the ISO 9001:2000 implementation, as this amendment change the previous office structure. Therefore, the transfer process cannot neglect the existence of determined law outside the office, and again it is one specific characteristic of the office.

The assessment of actual situation at the office compared to the ISO 9001:2000 principles reveals some discrepancies. *First*, quality management system puts customer as the centre of consideration, in which organization totally depends on their customer needs, requirement and expectation (www.iso.org). Meanwhile, the local secretariat office cannot totally implement this principle, as customer is not always the main preference of the office. Rather, in many cases customer should follow the rule and/or

⁷ The author saw this case when the SAI Global conducted external audit on 23 August 2006

existing condition of the office. *Second*, quality management system offers a collective model of leadership, in which leaders can involve in establishing organization purpose and direction (www.iso.org). On the other hand, the regent has dominant role in establishing vision, mission and strategy of the office in accomplishing its goals. In addition, it is possible for the regent to involve deeply his individual interest.

Table 7 Comparison between Quality Management Principles and Actual Situation at the Office

Quality Management Principles	Actual situation at the local secretariat office
<p>Principle 1 Customer focus</p> <p>Principle 2 Leadership</p> <p>Principle 3 Involvement of people</p> <p>Principle 4 Process approach</p> <p>Principle 5 System approach to management</p> <p>Principle 6 Continual improvement</p> <p>Principle 7 Factual approach to decision making</p> <p>Principle 8 Mutually beneficial supplier relationships (www.iso.org)</p>	<ul style="list-style-type: none"> • Exclusive customer relationship⁸ • Single leadership • Exclusive involvement in achieving organization's goal • A process approach is not always intended to achieve efficient result. • The office can combine interrelated process in each division • Political period determines continual improvement • Political element in public decision⁹ • No clear relationship between organization and its supplier

Third, the system brings the whole organization members to involve in the process aimed to obtain organization's benefit (www.iso.org). However, the regent exclusively prefers the staffs and officers to involve in achieving organization's benefit, or his individual benefit. *Fourth*, process approach, in managing both activities and related resources, is a tool and mechanism to achieve an efficient desired result (www.iso.org). Still, efficiency is not the main goal of a public organization, then, the use of process approach in the office is questionable. *Fifth*, the office can create an incorporated system by combining the different task and function of each division to an integrated system.

Sixth, quality management system requires a continual performance improvement as the permanent objective of the organization (www.iso.org). In contrast, the office cannot easily keep its continual performance improvement, since the office is a public organization that has political

⁸ According to the government regulation number 8/2003, the local secretariat office runs an administrative service function which is exclusively intended for local government officers and staffs

⁹ I borrow this term from Kelling, 1972

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character. When the new regent entered the office, he or she probably has different interest and orientation towards the office. *Next*, quality management requires the analysis of data and information as a foundation in decision-making (www.iso.org). On the other hand, decision making in the office is a political arena among diverse interests. In addition, the office should take into account other interests outside the office, such as state and its constitution, local and regional government regulations, diverse social-economic backgrounds of the citizens and other parties' interests. Finally, an organization should create a mutual cooperation with its suppliers in order to create desired value (www.iso.org). Rather, since the office does not yield a certain product, except administrative service, it cannot clearly define who the suppliers are and how the relationships between them are.

To sum up, ISO 9001:2000 is transferable to organizations that have a clear orientation on particular customers and have relatively apolitical culture; no matter it is a private or public organization. Then, these organizations can set a measurable and clear performance. In this study, though the office can set a measurable and clear performance, the nature of the office hamper the transfer of these principles since it does not have clear orientation on particular customer and it is not politically neutral.

The Actual Performance

Informants outside the government were more doubtful about the facts concerning the office's performance after the ISO 9001:2000 implementation. For example, the process of citizen letter is more quickly deal with inside the office, but it still takes the same time to move from the office to the citizen. This corroborates the author's experience: it took 8 days to get a response from the regent towards the letter asking permission to undertake this study. It also depends upon the content of the letter. A purely technical issue can be replied to quickly, but as soon as there are political aspects, it is different.

Some investors expressed the same opinion: investment principal services are not transparent yet. Some government officers always offer to serve them without noticing the real process. In this sense, the performance improvement is questionable. Besides, the ISO 9001:2000 implementation has not been able to create a public transparent space in the office. The changes that occurred were associated with the former regent.

Concerning external performance in attracting investor, this study reveals that majority of investment derived from investment with incentive. Although various factors determine the decision to invest, such as national and local stability, investment security, law effectiveness and other attractive factors, tax and cost facilities are the most attractive one. The tables and figure below present the data of investment and its sources.

Table 8 Investment with Incentive 2001-2004 (Rp)

Investment	2001	2002	%	2003	%	2004	%
Foreign	1,291,918,55	1,304,054,05	0.9	1,723,119,77	32	2,144,599,89	24
	7,220	7,220	4	5,690	14	8,560	46
Domestic	1,679,397,00	1,690,697,80	0.6	1,685,619,80	-	1,733,679,51	2.8
c	9,000	9,000	7	9,000	0.3	8,280	5
				0			
Total	2,971,315,56	2,994,751,86	0.7	3,408,739,58	13	3,878,279,41	13
	6,220	6,220	9	4,690	82	6,840	78

Source: Processed from the regent accountability report 2002-2005.

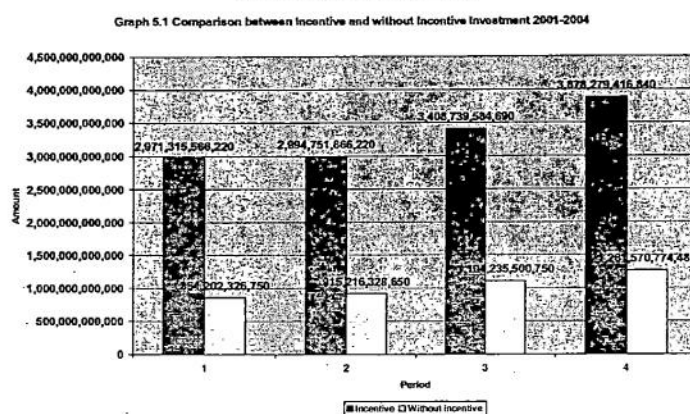
Table 9 Investment without Incentive 2001-2004 (Rp)

Investment	2001	2002	%	2003	%	2004	%
Total	854,202,326	915,216,328	7.1	1,104,235,500	20.6	1,261,570,774	14.2
	750	650	4	750	5	480	5

Source: Processed from the regent accountability report 2002-2005.

The figure 3 below shows the comparison between facilitated investment and non-facilitated investment from 2001 to 2004. The average growth of facilitated investment during this period was 9.46 per cent. It was less than the average of non-facilitated investment, which could reach 14.01 per cent throughout the same period. Nevertheless, the difference of amount between both categories increased in the last three years. Although it decreased for -1.96 per cent from 2001 to 2002, one year later, the difference raised moderately to 11.03 per cent in 2003. Finally, this difference slightly increased to 13.55 per cent in 2004.

Figure 3 Comparisons between Incentive and without Incentive Investment 2001-2004



Source: processed from the regent accountability report 2002-2005

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These data describe the contrasting situation to the ISO 9001:2000 implementation period. If the government deliberately implemented this quality management system aimed to attract investors, why was the difference between the amount of facilitated and non-facilitated investment raised in the last three years? In fact, the government had applied ISO 9001:2000 for three years until 2004, and the implementation should attract more investor due to the better administrative service of the office, not because of the incentive. As well, one simple argument can say that the longer the ISO 9001:2000 implementation, the better the administrative system at the office, and the lower the difference between both categories of investment. This study, then, argues that the willingness of investors to invest their money in the Regency of Malang is not necessarily caused by the improvement of administrative performance, but it could be due to some facilities of tax and cost exemption¹⁰.

Furthermore, the data from the Indonesia Entrepreneur Association (APINDO) branch of Malang corroborate the previous argument: there were no new investors in the Regency of Malang during the last 5 years, especially in manufacture industry; the only new one was the property investor. It means the old investor who expanded their businesses and sought to enjoy facilities from the government caused the improvement of total amount of investment, whereas, the ISO 9001:2000 implementation could not succeed to attract new investors.

The whole Actors Involved: the Role of Policy Networks

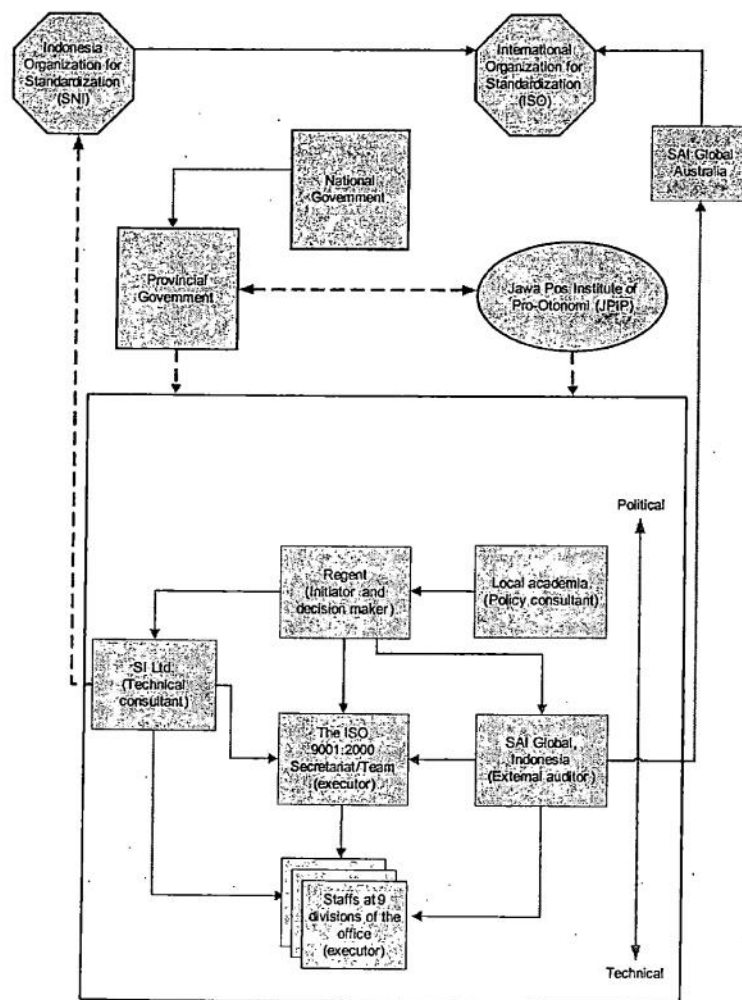
This study reveals that the actual actors involved in the ISO 9001:2000 transfer to the office are not limited on the local actors. In fact, it is a work of policy network that collaborates with local decision makers in constructing ISO 9001:2000 as a transferable object and best practice. At the international and national level, ISO, as an epistemic community, creates an alliance with Indonesia Organization for Standardization (SNI) and SAI Global Australia in order to intentionally produce authoritative claims regarding international standards for a quality management system. In spreading ISO' claims, these two national organizations share and construct ISO standards as a policy response towards the problem of service delivery faced by the local and national governments.

The engagement of the national and provincial government indicates more the role of a policy network. For example, they have fostered the

¹⁰ The author considers the limitation of this claim since this study cannot succeed to present comparative data of investment from other regencies, which do not implement ISO 9001:2000 at their local secretariat offices.

implementation of ISO 9001:2000 in local service delivery since 2004. At the same time, they construct ISO 9001:2000 as one best practice and strongly recommend applying it in local and provincial service units. As well, the role of JPPI, as non-government organization, has strengthened the image building that ISO 9001:2000 is a good initiative that can reform local service delivery. Hence, the implementation of ISO 9001:2000 at the office is not a result of collaboration among actors at the local level only. It is an effort of policy network aimed to construct ISO 9001:2000 as a transferable object to all types of organization in producing and servicing.

Figure 4 the whole Actors



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The Certificate: Negating the Technical Capacity

One question was asked to find out the answer concerning the role of the ISO 9001:2000 certificates in generating performance improvement at the office. Supposed the certificate was no longer to be held; does the office performance remain consistent? One general answer was the office could keep its performance without certificate. The government informants and consultant argued that ISO 9001:2000 has developed a management system at the office; thus, the office remains to run this system with or without certificate from the assurance server. Still, some conditions oppose this answer.

First, the staffs and officers pay more attention to what their leader commit than the certificate as a technical competence assurance in performing ISO 9001:2000. This commitment is mainly about control and reward from the regent and middle managers to the staff achievements. Concerning the reward, he added that it is not only a financial incentive but also appreciation and attention from the regent and other middle managers towards the staff' accomplishments. Thus, dependency on the leader's commitment has negated the assumption of performance improvement and certificate relationship.

Next, the certificate remains important in ensuring performance improvement since the staffs and officers depend on the presence of assurance server. The staffs and officers explained that they still need the role of external control from the assurance server, because it is an effective control for the office to keep the ISO system working. Of course, it shows a contrasting logic, as the certificate will follow the presence of assurance server. Besides, this study reveals that the certificate is a part of punishment mechanism to sustain the changing ethos.

In addition, the fact that the office has proposed the second period of the certificate (2006-2009) demonstrated the lack of confidence about its technical capacity, because the ISO has decided that the implementation of ISO 9001:2000 in local government is only a guideline to improve the quality of service delivery. Hence, local governments are not necessary to certify its implementation. As stated by the ISO:

IWA 4¹¹, Quality management systems – Guidelines for the application of ISO 9001:2000 in local government, is not intended for certification and does not require the public authorities that use it to seek ISO 9001:2000

¹¹ IWA (international workshop agreement) is one of several types of deliverable offered by ISO for cases where swift development and publication of an international agreement take priority. IWA 4 was held aimed to provide the ISO specific for local government services (www.iso.org).

certification. This is a decision for them to make based on their particular context. It gives advice on implementing ISO 9001:2000, but does not alter in any way the requirements of that standard. (Ref. 973, 7 October 2005, www.iso.org)

In brief, this study assumes two main interpretations about the role of certificate. Firstly, it is an instrument to keep the internal performance improvement of the office as well as a mean to produce a particular effect in attracting attention or 'theatrical' performance, such as expressed in some terms as internal ethos, support and trust from the people and confidence. Thus, it accords with Bourdieu's assumption; the certificate is an instrument to obtain a social competence of the office. Secondly, the certificate is assumed will generate an external impact in building the office's performance image; consequently, it can attract external investment to come to the Regency of Malang.

Finally, relating to the role of external auditor, the importance of certificate can also explain the office-assurance server relationship as Dore's remark (1976:8-9). The ISO implementation cannot adequately foster the officers and staffs to improve their performance; in contrast, the officers and staffs enhance their performance due to the periodical audit from the assurance server in order to keep holding the certificate. Hence, certificate is regarded as an 'anxious' incentives and can explain dependency on the examiner.

VII. Conclusion

The descriptions about the actors, the origin of policy transfer and the stages of implementation have demonstrated the decisive role of the regent as the main point in analysing this process. Meanwhile, regarding normative assumptions and goals of the transfer, three main categorises of performance improvement explain the transfer practice. First, the government assumes that policy transfer can enhance internal works of the office; next, policy transfer can generate external impacts of service delivery, such as customer satisfaction and attracting investors. Finally, the government expects policy transfer will improve the 'theatrical' performances, such as creating public transparent space, enhancing public trust and support and reforming internal ethos.

As an intentional action, the former regent attempted to follow the rational manners in deciding to transfer ISO 9001:2000 to the office. The government informants proposed some evidences that the office can transfer ISO 9001:2000 with a few obstacles, though it should face some different natures. As well, the study demonstrates that the ISO 9001:2000 transfer

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has yielded some positive impacts in the three forms of performance improvement, namely internal work, external impacts and 'theatrical' performance. These evidences seem to follow the logic of Dolowitz and Marsh's framework that policy transfer involves intentional adoption of an object of transfer aimed to overcome a certain problem or to accomplish a better situation. Nonetheless, three identified evidences give notes of the transfer practice.

First, the decision to transfer ISO 9001:2000 to the office is more a result of social process of the regent in building image and attaining public trust and support during his period, than an intellectual effort that rationally analyses an object of transfer based on intellectual consideration. By referring to Strang and Macy, this transfer process indicates a form of contagion in which the former regent behaved in 'under rationalized' way. He was deceptive to what other parties do in advancing internal performance of the office, while lacking interest to what the office had done.

Furthermore, external evaluators (non-government informants, excluding consultant and auditor) support this conclusion, as some problems of transferability show that ISO 9001:2000 is not entirely eligible to the office. The regents¹² have ignored the nature of public domain and actual situation of the office, which are, in some aspects, contrasting to the ISO 9001:2000 standards and principles. In addition, the performance of the office has remained stagnant in responding external need. Lastly, the verification of the increased amount of investment due to the better administrative service of the office; indeed, it is a misleading claim and target. In fact, the investors were attracted to invest their money aimed to enjoy tax and cost exemption. Accordingly, the biases of ISO 9001:2000 story influenced the regents in deciding to transfer it to the office and supported the social process of this policy transfer.

Second, in a contagion process, the story about ISO 9001:2000 is a result of construction by various actors at the local, provincial, national and international level. Firstly, it confirms Rap and Haas's remark that they are constant translators of ISO 9001:2000 who intentionally use their authoritative expertise in this transfer process and attempt to convince the borrowers by issuing several recognized standards; at the same time, they broadcast the success of ISO 9001:2000 implementation in other organisations. Next, it is interesting since national and provincial governments and JPIP have contributed to construct ISO 9001:2000 as one best practice in improving service delivery, and they have spread it to other service units in different jurisdictions. Thus, the coalition among actors in sharing, broadcasting and brokering the ISO 9001:2000 implementation at

¹² Both the former and the present regent

the office form a formal coalition¹³ that lead to what Stone called as policy network. The study indicates that the involvement of this network has influenced the social process of this policy transfer.

Third, this study can challenge the claim that the office can sustain its performance without gaining certificate, since some evidences constitute that the certificate cannot constantly assure performance improvement of the office. Firstly, as the paternalistic nature of bureaucracy has been inherent within the officers and staffs, dependency on the leader's commitment has negated the existence of the certificate as a performance quality guarantee. Hence, the ISO 9001:2000 implementation has not created performers yet, rather, the loyalists. Secondly, dependency on external auditor/assurance server in sustaining good performance has declined the degree of technical competence. Thus, as Bourdieu's remark, the certificate is a symbol of social competence rather than assuring technical capacity performed by the office. Moreover, this situation confirms Dore's remark about the basis of schooling; that the ISO 9001:2000 implementation is a qualification process, which generates pupil who 'being certified as having mastered'. Lastly, this dependency has revealed the position of assurance server as a 'qualifier' in its relationship with the office; since, it has not succeeded to make the office commit to 'self-achieved fulfilment' in implementing the ISO standards; instead, the office is anxious to the authoritative judgment of external auditor who, next, awards the certificate.

One fundamental criticism to this transfer practice is that the transfer of ISO 9001:2000 has only displaced attention of the inability of the regent to reform independently the office's performance; because, the regent is not confident to optimise existing administrative system in generating performance improvement of the office. As well, policy transfer cannot adequately convince external voice and trust concerning internal performance improvement of the office. The last, policy transfer cannot succeed to change the paternalistic nature of bureaucracy at the office or to be independent from their leaders and external auditor intervention in advancing its performance.

Pursuing the findings and premises in this case study, the local government can modify ISO 9001:2000 to have more realistic and transferable feature, which is not strict to the standards required by the ISO. The modification will make it more compatible with the nature and actual situation of the office. As well, the government can open more space for citizens to involve in reforming the office. For example, the government can offer a service contract to them that consists of standards and

¹² Based on contract and other legal bases

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requirements in delivering service.

While Bourdieu and his colleagues focused more on presenting both forms of competence in one 'school' certificate. This study suggests that searching further about relationship between technical and status competence, which is attributed to the certificate, is necessary; because the status competence can negate the technical capacity obtained, as shown in this case study. The form of dependency on assurance server is a clear evidence of it.

Moreover, the initiative to trace the origin of policy transfer contributes to discover empirical arguments beyond the transfer. Hence, this study recommends developing a further framework and method in inquiring a policy transfer from its history, especially concerning social, economic and political situations around the transfer process. Both framework and method will be useful in developing 'empirical' indicators to assess the advantages of policy transfer.

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