

**PUBLIC SERVICE DELIVERY AND JOINT-UP GOVERNANCE AS
CHALLENGES OF THE NOTION GOOD GOVERNANCE IN
INDONESIA: BRINGING THE PEOPLE BACK IN**

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Abstract : This essay simply argues that the idea of the so-called ‘good governance’ should bring the public back in. In other words, it is vital to take into account the interests, needs and wants of all stakeholders related to whatever efforts taken by governments to cope with public issues. For the Indonesian government, in particular, the essay points out a major issue, such as public service delivery, as challenges for the notion good governance, good corporate governance or suchlike to be paid more attention to. To critically measure public service delivery by referring to what, why how, to what extent and in whose opinions the measurement criteria come from is vital as well. The objective of this essay is to contribute to the discourse on how to better see the notion of good governance in Indonesia. This study is questioning to what extent the notion can be put into practice to measure quality of service delivery. This study comes up with the idea of networked governance as a more sophisticated way rather than just keep promoting the notion which may create, to use Frederickson phrase, ‘governance, governance everywhere...substantively the same as already established perspectives in public administration, although in a different language’.

Keywords : Public Service, governance, good governance

Ongoing debates on the idea of good governance are pretty much concerned in assessing and measuring alternatives in governance (Agustino 2004, Agustino 2005). The debates mostly come up with underlying questions about when, why and how governance affects,

namely benefits or harms a country as regard to its development actions. But, as Hyden argued, it is worth questioning how the idea ought to be applied and what it adds up in actuality (Hyden et.al 2003, p. 1).

Nevertheless, some governance scholars (Donahue et.al 2000;) believe and experiences in quite a lot of developing countries, such as China and Bulgaria, show that a proper measure of public service delivery can be a 'catalyst' to carry through proper implementation of good governance, by which government will be more able to incorporate citizens in the processes of governing democratically (Heinrich et.al 2000a). This study will critically discuss how and why the notion of good governance is pragmatic and contextual in so far as it takes into account the interests and more so perceptions of stakeholders getting the end effects of delivering public service. Indonesian government experiences in both composing and actualizing public service delivery and are taken as examples to give a clear picture of

angles that will be examined in the following discussion.

In terms of service delivery, the question that usually comes up is how to meet the service with actual needs of service users and community exist in the area where the service is provided. A study concludes that service delivery is likely to meet needs of the users if it includes participation of people in the formation processes at a certain degree where the decision is to be applied (McIntyre-Mills 2007, pp. 23-27). Good or poor public service can be a key factor in determining whether people are satisfied with governing systems of their government or not. In general, demands for creating satisfying and appropriate public service push the government to improve the quality of public service delivery. However, people may have different views in saying a service is satisfying or unsatisfying. People even have a variety of criteria about proper service and give different preference to each criterion before, for instance, suggesting the service is inappropriate. This essay puts

forward a claim that it is important for the government to use quality standards of service which represent those various expectations of the service. Private management approaches have been widely used by government agencies to find out real expectations of the given service. Nevertheless, the government should select appropriate quality measurement in assessing quality of public service delivery. The essay critically examines methods in measuring quality of public service delivery.

This paper will also address issue about matching public services with perceived need of individuals and communities in the context of policy formation processes, and also discuss how sophisticated policy networks can make a difference to (a good) governance. The paper takes examples from Indonesian public agencies' efforts to build up networks among all stakeholders, regarding certain policy issues, in local and national context. Therefore, it is significant to firstly explore changing paradigms in public service delivery.

Changing Paradigms In Public Service

There has been a lot of discourse whether public sectors can adopt quality concepts of private sectors in suitable ways. Briefly, reform in public service was started to develop in Western Europe in the early 1980s. Toonen and Raadschelders (cited in Partini & Wicaksono, p. 7) called the reform as 'neo-managerial reform' which was talking about global principles regarding public service delivery. Public service, they said, should be based on businesslike perspective. Other than focusing on performance and quality, they also stated that public service should be responsive to its customer needs.

On the other hand, Denhardt & Denhardt (2003, p. 13-14) have written concepts called 'The new public management' and 'global public management reform'. One of the ideas is to use market mechanism in delivering public service, particularly in formatting relationship between bureaucracy and public as its customer. Perhaps, they mean that the relationship

should be similar with 'service transaction' that happens in real market (there are sellers and buyers). They points out five main issues related to public service delivery. First, how to create incentive systems for the public servants with which corruption, collusion and nepotism can be avoided. Second, how to use the market mechanism in order to involve public in formulating service policy. Third, how could bureaucracy be creative and innovative in formulating service policy. Fourth, Street-level bureaucrats should be given more authorities to do decision making with the intention of reducing slow service. Fifth, bureaucracy should be more focus on output and outcome of the service rather than strict service procedure. Related to critical-focus on this study, next discussions will be about the last point has been mentioned formerly.

Measuring Quality Of Public Service Delivery

Measuring quality involves various dimensions and indicators. Collecting information from both

provider and customer to develop appropriate indicators and matching them with the related dimensions are useful. Points to note for the public sector are to adjust and shift those dimensions in order to develop indicators which actually represent people perceptions. Beltrami (cited in Loffler 2001, p. 7) stated that concepts in measuring public service quality have been changing during three phases. The first phase is quality in terms of 'norms' and 'procedures'. And then, it turns into quality in term of 'effectiveness'. The last phase 'customer satisfaction', famously called SERVQUAL, originally developed by Parasuraman et.all 1985, p. 41-50), has been widely used in both private and public sector until now.

In evaluating service quality, there are five dimensions that should be concerned by the service provider (Zeithaml and Bitner 1996, p. 118). First, service can be evaluated from its tangibility or 'the appearance of physical facilities, equipment, personnel and communications materials'. The second point to note is its reliability or 'ability to perform

the promised service dependably and accurately'. Third, service can be assessed from the responsiveness of the service provider in delivering service or 'willingness to help customers and provide prompt service'. Forth, the quality of service can be observed from its assurance or 'knowledge and courtesy of employees and their ability to inspire trust and confidence'. Last, service is related with empathy given by service provider or 'caring individualized attention to the customers'.

Similar with what was written by Fitzsimmons and Fitzsimmons, Anwar Shah (2005, p.36) points out key steps in monitoring delivery performance. Firstly, the performance can be monitored by comparing public satisfaction of the service with the given service. In doing so, the government should conduct "service satisfaction surveys" to see whether the service provider outcome meet the expected service.

Secondly, the government can carry out focus group studies with which a small number of

customers are invited into certain sessions. In those sessions customers are asked to share their experience about the given service and then inquired to give suggestions in how to improve the service. The aim of these studies is to observe ways the customers rate the service based on a variety of characteristics.

Barriers In Measuring Public Service Delivery

In countries with weak accountability systems, outcomes and output of public service are sometimes hard to be measured. There are three arguments to support this claim. Firstly, public agencies have to cope with more complexities than private in improving customer service as well as measuring its quality. It is easier for the private sector to define its customers. People who are willing to pay the current price of the market as compensation for product or service are easily defined as customers in private sector. In public sector, customers are not always willing to either pay or receive the service. Public service

customers, to some extent, have to pay one particular service but do not get its benefits directly. As an example, Indonesian government obligates every citizen to pay for Indonesian National Broadcast (Televisi Republik Indonesia). In fact, not all people watch the broadcast. In some rural areas, people do not even have any television. Meanwhile, in cities, Cable Vision is much more popular than the National Broadcast. Another example is social welfare levy (Iuran Dana Kesejahteraan Sosial) in every electricity bill.

Secondly, public agency can not be free from political values or considerations. Indeed, Jane E. Fountain (2005, p. 64-68) is correct to criticize 'customer service-oriented' paradigm in public sector (Zeithaml 1990, p. 46). She argued that the paradigm can create 'political inequality' other than improving public service delivery. In private organizations, more service priorities are given to people who spend more money as compensations of the service they get from. It is somewhat against principal of

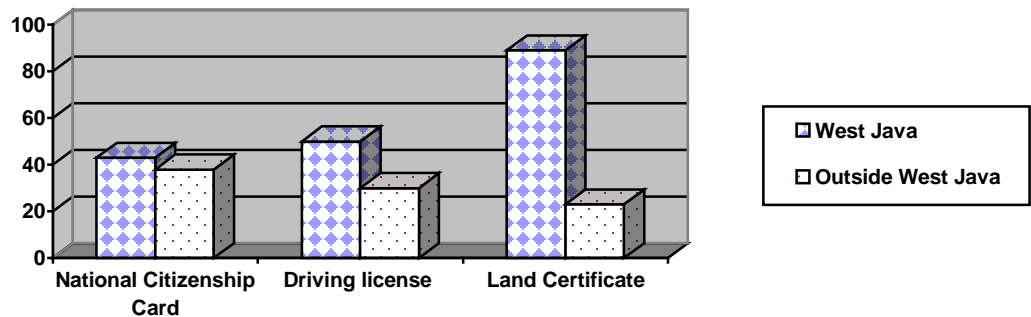
equality once this paradigm is applied in public sector. Debatably, every public institution is funded by citizens' money through taxes for instance. People still pay taxes whether they use government service or not. Every private institution, on the one hand, is supported by each own customers. Thus, there is no debate about equality among private customers since everybody has right and option to spend his or her own money. When money becomes a standard of qualified service, in some ways, it may create illegal service. In many respects, it happens in countries where accountability systems are weak and people are not in positions to bargain the service they are actually deserved to get.

When power values in bureaucracy are bigger than serving values, to some extent, gives the public weak bargaining position in the process of the service. As case in point, according to a survey conducted by Riswanda (2005 pp. 20-38) in West, Central and East Java Provinces, Indonesians sometimes have to have legitimating letter from power elites to process

their National Citizenship Card, driving license, and land certificate. Even more so, to get satisfying service such as fast and uncomplicated procedures people need to bribe the officials or use additional service called ‘calo’. It is

defined as persons who use their position to get personal gains from customers who face difficulties and want shortcuts in processing the licenses, the certificates and the cards.

Chart I
The usage of ‘calo’ in processing public service based on household category

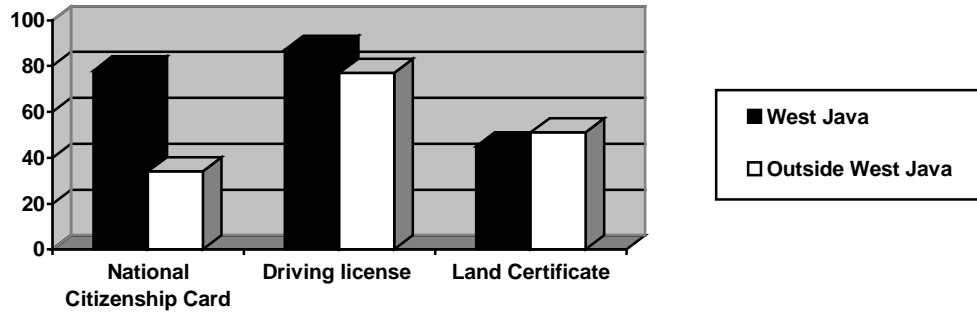


Source: Adopted from Riswanda 2005, p. 23 ‘Etika Pelayanan Administrasi Publik’, *Jurnal Ilmu Sosial dan Ilmu Politik*, Universitas Ibnu Chaldun, Jakarta

According to the chart above, nearly more than 80 respondents use ‘calo’ to process their land certificate. The ‘calo’ can be either public officials or cronies of the officials related with the provided service. People can use this illegal service if they are not sure about where to go to bring their applications or wanting to have their licenses as soon as possible. Using ‘calo’ to process the applications would be much more expensive than

the legal service charge. But, the timelines of the service can be reduced from, for example 30 days to just 3 days or even a day. Another type of illegal service called ‘uang rokok’ described as illegal levies taken by some particular public officials from customers who either wanting shortcuts or getting stuck to process their applications because they can not provide the requirements.

Chart II
The usage of illegal money ('uang rokok') in
processing public service based on household
category



Source: Adopted from Riswanda 2005, p. 27 'Etika Pelayanan Administrasi Publik', *Jurnal Ilmu Sosial dan Ilmu Politik*, Universitas Ibnu Chaldun, Jakarta

Based on the chart, people mostly pay 'uang rokok' to process driving license and national citizenship card. The license must not be given to people less than 17 years old. But, in fact, by paying 'uang rokok' the license can still be granted with illegal arrangements. Consequently, the citizenship card must illegally be arranged as it should also be given to people up to 17 years old.

When illegal service appeared in public service for so many years, it might be hard to measure the quality of public service delivery. Arguably, people perceptions of the given service are changed by their daily experiences when processing the service. In this

particular context, unfortunately, the perceptions have changed in negative manner opposing the situation which the service is supposed to be. In 'Pelayanan Publik dan Persepsi Umum: Suatu Pencarian Akar Masalah', written by Kusmiati cited an Indonesian citizen perception about the given service: 'I am a busy person. I got companies to run. Frankly speaking, I do not want to waste my time to wait for my business license approved. I would prefer to just easily pay 'calo' or bribe the responsible official with 'uang rokok'. (...) I usually get my license or other official documents related to my business less than 2 hours. I do not understand what you mean about appropriate service and

customer satisfaction. I am already satisfied with the given service. I can not imagine what would happen if I do not know these people (he means 'calo' and officials who willing to accept bribes). Although I realize that I have done something illegal but I am not afraid as this is a common practice here. If you ask my opinion, I do not want this situation to be changing' (translated from Kusmiati 2004, p. 47). Indeed, this sort of situation makes it hard to measure quality of the service delivery, especially in determining what so-called as 'customer perception'. There is almost no guarantee of getting better service for people who send complains or fight for their rights to get, for instance, a faster service. Moreover, sending complains are not for those who barely have any access to the delivery agents. Most villagers in Indonesia, for example, have got lack of knowledge about their rights even to get electric and phone connections in their villages (Riswanda 2004, p. 10-13). Procedures must be taken to address complains. Any complain must also be sent to the lead

agencies, located in the cities that provide the service.

Thirdly, in countries with high numbers of immigrants and multicultural citizens require knowledge of 'cultural norm on how citizens interact with public officials' to be included in customer-service paradigm (Giddens cited in Fountain 2001, p. 66). Australia and Indonesia can be appropriate examples of this claim. How can migrated citizens express their expectations of the current service if they are not sure kind of expectation accepted? For citizens, getting public service is not simply about rules and procedures regarding it.

Again, in weak accountability system, might not include proper questions regarding expected service. Donnelly et.al. (1995, p. 19) is true in saying that public agency is more likely developing questions based on urgent situation currently face by the agency rather than customers complaints. So, instead of including people perceptions of the given service, the survey can be inappropriately modified, through the agency's annual report, about things

should be improved in delivering the service. And again, using an Indonesian public agency as an example, it is interesting to see that there was no clear connection between customer's complaint report and improving plan which happened in delivering water service. The report showed that most customers, around 77%, were complaining about dirty water and lack of water supply (PDAM 2005, p 78-90). The plan, otherwise, did not say anything about how to cope with the problems. Instead, what it claimed as answer to customer feedback was to recruit more employees to become public officials in 2006 (PDAM 2005, p. 101-129).

Alternate Solutions

There has been an idea of measuring employee's satisfaction quality as well as customers. The idea is based on the argument that 'internal service quality' is significant to improve 'external service quality' (Kang, James, Alexandris 2002, p. 278; Hart 1995, pp. 64-73; Heskett and Schlesinger 1994 pp. 164-74; Vandermerwe and

Gilbert 1989, pp. 83-89). The idea based on the assumption that employees treat their customers just like the way their organizations treat them. This inward-looking idea is somewhat true as delivering service involves both the service providers and the recipients of the service or customers. Poor relationship between one and another employee influences how employees treat their customers. In Indonesian public agencies, for instance, where relationship among employees is strongly influenced by Javanese culture, often value seniority and obedience more important than customer orientation. Instead of focusing on how to meet customer's expectations the employees act based on their senior expectations. Term "asal bapak senang" or as long as the boss is happy in English has been a common motto which must be obeyed by every public official in Indonesia. Although there are complaints from customers about the given service, employees can not freely do something or even talk about them without worrying that they can get I trouble with their senior manager.

Moreover, some studies offer alternative ideas in measuring quality service. Bowen, Siehl, and Scheineder (1989, p. 87) came up with an idea of measuring 'service-oriented behavior'. Similarly, Berry (cited in Baydoun, Rose & Emperado 2001, p. 607) put forward an idea about how to measure 'customer-oriented behavior'. These ideas were focusing on assessing particular personal characteristics of organization employees in delivering service. The ideas based on assumption that it is important to assess certain personal traits of employees which supports suitable public service delivery. Basically, the ideas lead to personality measure. Customer's perception about the given service, accordingly, is not the only indicator to measure service quality. The quality can also be measured from 'self-appraisal' and 'peer review'. This is where the significance of jointed-up governance or networked governance plays its vital roles.

**Jointed-Up Governance:
Determining Better Delivery Of
Public Service**

Debate on policy networks is basically divided into two dominant perspectives namely 'rationalist-institutionalist' and 'communicative action' (Ostrom and Sabatier, cited in Morrison 2006, pp. 5-7) . The first camp sees networked governance as structures that are likely to be non-formal and top-down. The structures should reasonably give a single actor within the network both conveniences and compulsions to deal in exchanging resources and maximizing well-being. Any rational individual involved in this network is expected to take part conjointly in relation to the maximization of its own interests. Hence, those proposing 'rationalist-institutionalist' perspective believe that a successful management of the network needs proper formations of authenticated rules touching on the network scope, specific area covered by it, its borderlines, which actor or agency is in charge, ways to share information regarding a particular issue and lastly decision making process is set up.

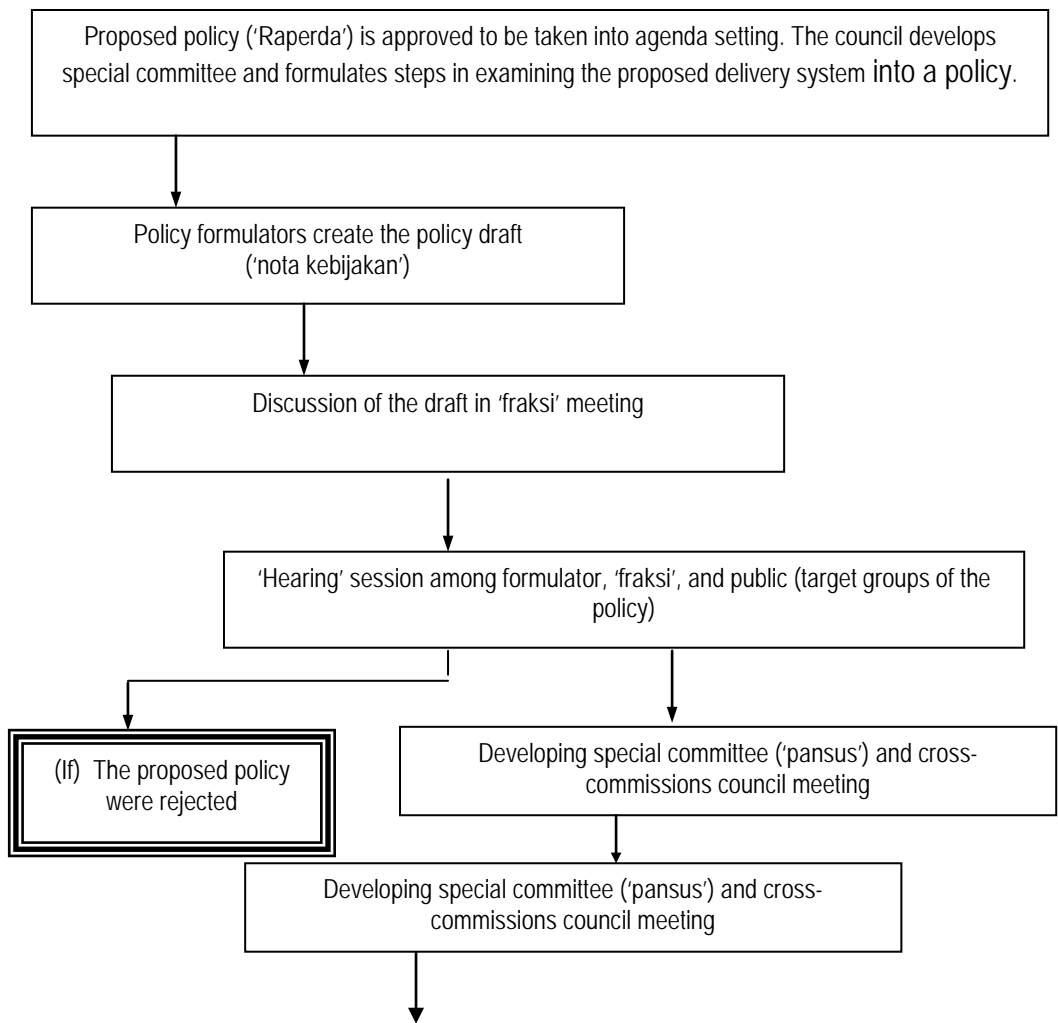
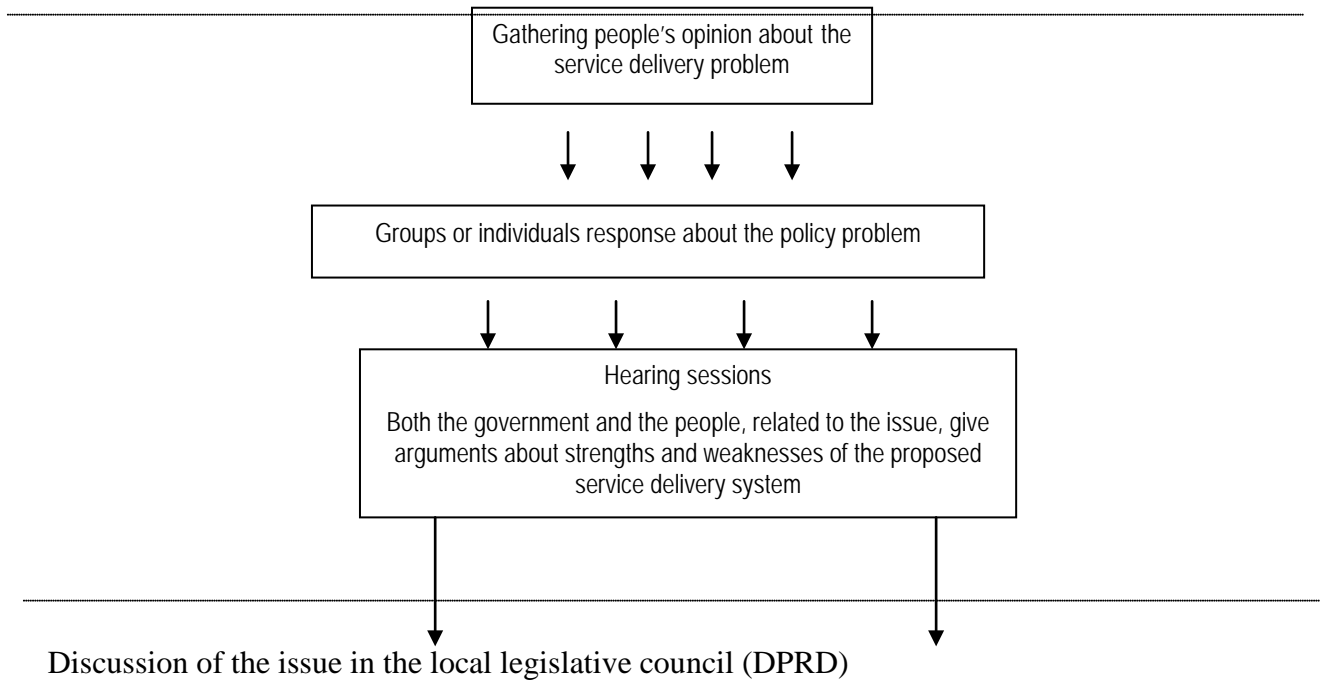
The second camp, namely 'communicative action', worries more about building trust and

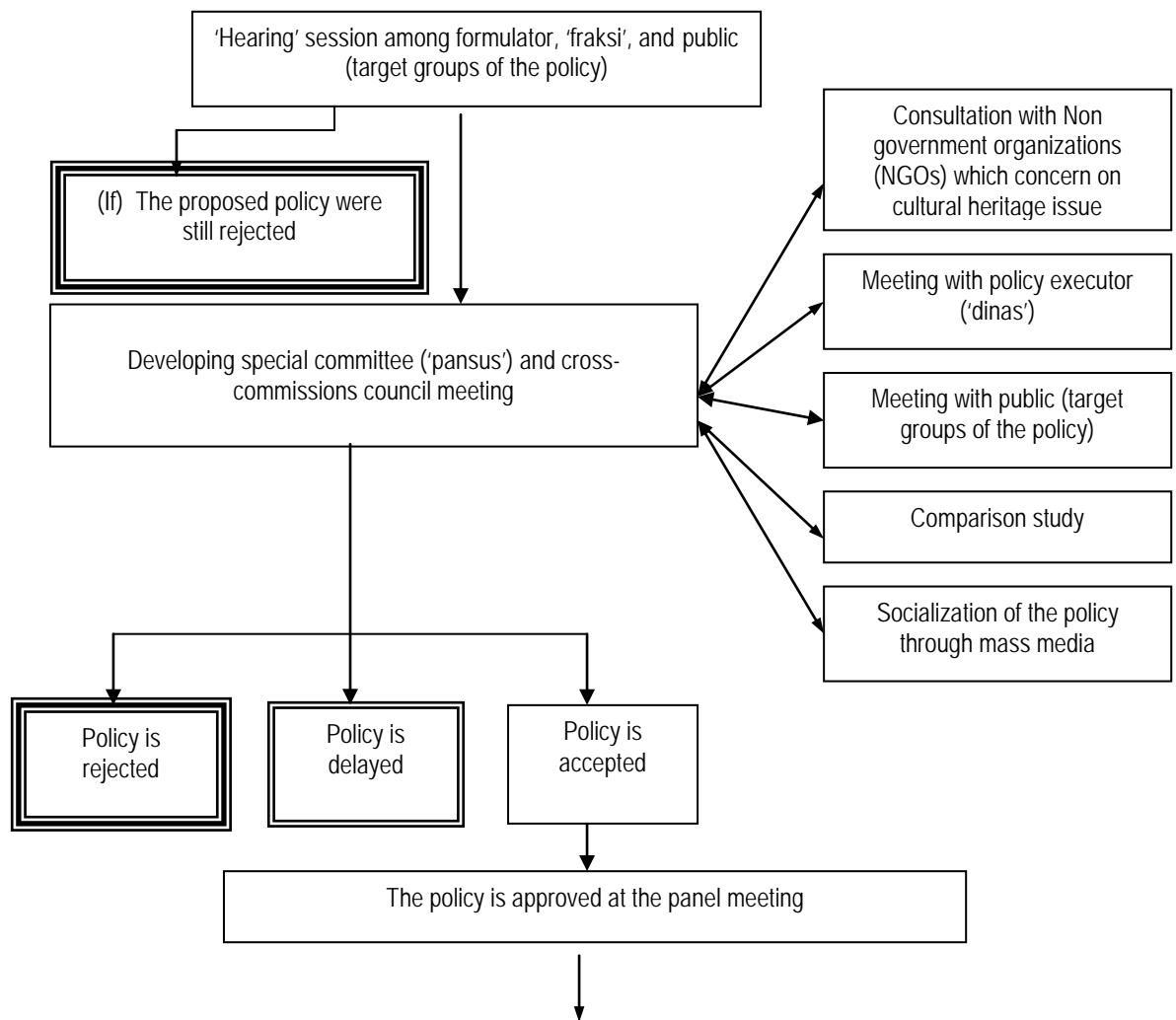
communication among actors in the policy network, championing actualization of mutual beliefs, ideas and values in the policymaking process. Instead of setting up fixed rules for creating determinative agreement between policymaking actors that fight for each own interests, this second perspective cares more about forming deliberative policymaking processes and putting forward policy learning.

Overall, it can be synthesized that the concept of policy networks propose importance of putting cooperation among interrelating actors in the policymaking processes to get expected goals of a formulated policy. This is to consider sharing common interests among various policy actors in a non-hierarchical relationship so as to avoid power domination like it usually happens in central and local government relationship. Likewise, the idea of policy networks is to realize that policymaking acts are not simply about analysing interrelations between government and market, relations among departments within a single ministry, or just thinking

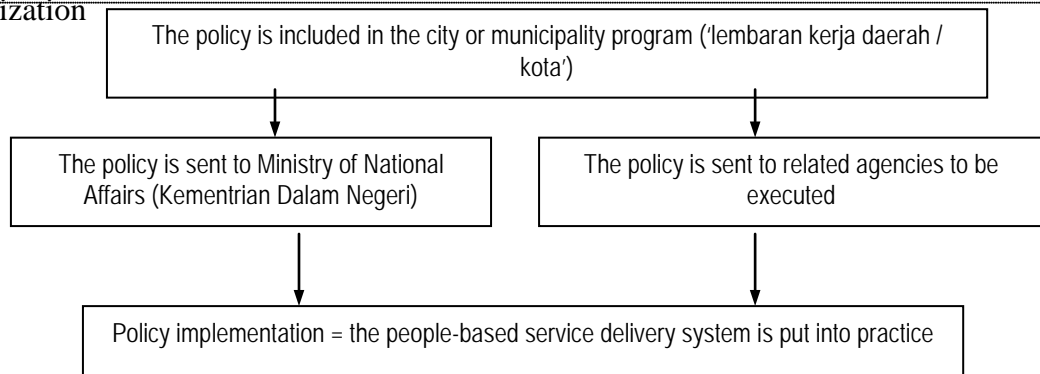
through policy conflict between politician and bureaucrat. The networks should also cover interrelations between government and private-business sectors, government to government, and more so to incorporate government-to-citizen relationship.

Furthermore, this paper tries to put debatable concepts of networked governance in practice by illustrating policy formation of local government in Bandung, Indonesia during local autonomy era after 1999. This is the era where demands for more democratic policymaking process are high following Indonesian political reform in 1998. Every local government accordingly needs to ensure that those getting effected or are 'are at the receiving end of a decision' (McIntyre-Mills 2007, p. 3) can be represented soundly. What follows will show how network in this particular local context is developed incorporating different agencies, NGOs concerning about a policy option as well as people that are getting the end effects of the decision regarding the delivery system :



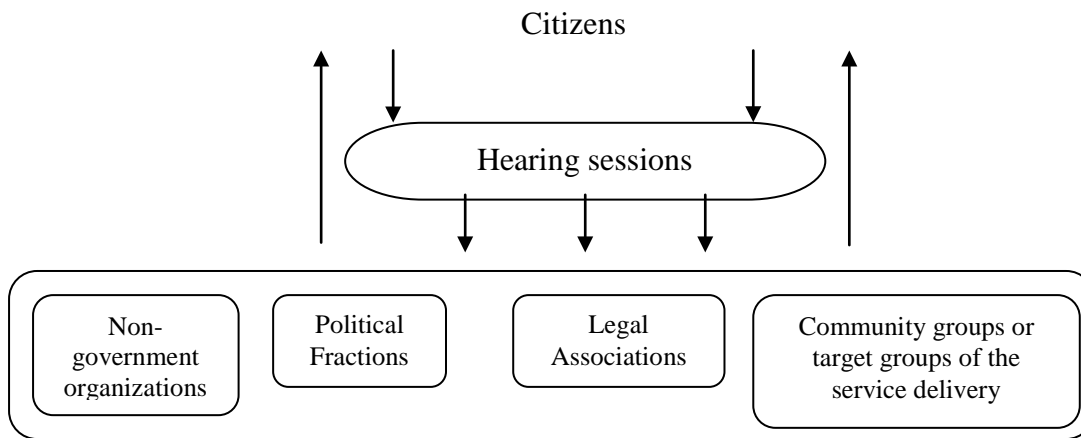


The socialization



Sources: Inspired, modified and simplified from Agustino, Leo. 2003. Pengawasan Perda yang Efektif. Laporan Penelitian, Hasil Kerjasama PUPUK (Perkumpulan Untuk Peningkatan Usaha Kecil) dan PEG (Partnership for Economic Growth), Mei 2003.

In brief, the deliberative method of using networked governance in governing the service delivery process can be drawn up as below:



Summing Up

The spirit of good governance should be wholeheartedly adopted by either public administrators, politicians or the public itself in order to be accountable. Policymaking within governing praxis thus is taken based on a proper measure of service delivery a sophisticated policy network. As McIntyre (2006) pointed out, scholars can come up with evidence recommending better policy solution, but then changes in the policy are likely to depend on political will of the government.

Increasing complexity to fulfil public needs, public expectations and interests, along with demands of more democratized society as well as democratic governance, have called for more up-to-date form of government

and administration. Governing today should embody multiple interrelationships among actors within state, markets and civil society. Sorensen (2004, p.162) is noted for arguing about ‘postmodern state’ of government that consists of policy implementation activities, which fit together and extend along different levels of government. ‘Cross-border networks’ thereby is needed by today’s governance to deal with the complex local, regional and national context, particularly related to policymaking praxis, including to determine public service delivery system that better suit the interest of the public.

This study identifies that the notion good governance can create a circumstance where such changes occur though still leaves challenges to

cope with especially in terms of governing public service delivery. Adopting private management approaches in delivering public service is valuable though it should be critically seen from what is actually needed. There is no best approach goes well with every public agency's need to improve its service delivery. Instead, it depends on which country the agency is existed. In measuring the quality of the delivery, particularly, ought to be started from observing characteristics of both the agency and the service. This observation is a necessity in avoiding bias of the measuring activity. In addition, suitable form of method should be carefully chosen and designed so that efforts to measure quality of the service delivery will not be useless and can be recommended in improving public service delivery.

Moreover, governing is not really a stable process. Analysing network and its underlying functions in governing delivery system for public service seems to have addressed attention on information capacity when a certain system is changed or adjusted, as a proper way of communication to share common interests among actors involved in the processes. For service providers, in

particular, network governance role is vital to find out perception of the users. The network can capacitate the users to extract their experiences in using the service which, in turn, would contribute to a better (good) governing process, whereby providers and users sit together to determine expected policy outcomes.

Service providers' capability to carry out cross-discipline governance should come together with awareness of the character of 'joined up' social issues, since it influences satisfaction of the service users and community exist in the context of the networked governance. Perceived values of different communities in varied living areas, ought to be either basis of the policy decision in determining the delivery system or indicators to construct the policy outcomes. The outcomes then can be a reference to determine about whether the given service meets needs, wants and interests of the users. Although critiques of the policy network outlook are mostly on its instability in connection with challenges to determine optimal structural and procedural, this outlook changes role of governance, in which way government should operate.

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