

BOOK REVIEWS

R. Siti Zuhro (ed.) (2007) *Profesionalitas dan Netralitas Birokrasi: Menuju Daya Saing Ekonomi Daerah (Studi di Empat Provinsi)* [Bureaucratic Professionalism and Neutrality: Towards Economic Competitiveness (A Study of Four Provinces)], The Habibie Center and the Hanns Seidel Foundation Indonesia, Jakarta, pp. 222.

The government of Indonesia began implementing a substantial program of decentralisation on 1 January 2001. Law 22/1999 and its revision (Law 32/2004) provide the main framework for general administrative and political decentralisation. Law 33/2004, a revision of Law 25/1999, provides for a system of fiscal decentralisation. After more than three decades of highly centralised government, these laws are intended primarily to establish a stronger role for local governments at the district/municipality (*kabupaten/kota*) level, as opposed to the provincial level. These decentralisation measures are seen as constituting a ‘big bang’ approach and have dramatically changed centre–local relations.

This book attempts to explore the extent to which these decentralisation measures have changed the role of bureaucracies in ways that support and enhance regional economic competitiveness. It contends that bureaucratic neutrality and professionalism are key factors in regional development. Chapter 1 argues that Indonesia should move from the old Weberian model of bureaucracy to a ‘rational–egalitarian–neutral’ model. It shows that many local governments in Indonesia are not ‘pro-business’; local bureaucratic systems are not designed to promote high-quality civil service performance; and politics and public policy are not separated from public administration. The rational–egalitarian–neutral model stresses the importance of neutrality in public service and is consistent with a merit-based system of recruitment, rather than one based on party affiliation or contributions. Under this model, the civil service is no longer an object of political pressure, but must support regional economic competitiveness and, in particular, attract investment. The capacity to do this is measured by the quality of business licensing procedures, local regulations and one-stop services (OSS).

The book focuses its empirical surveys on four provinces, choosing two municipalities or districts in each province for comparison. By comparing and contrasting poor and best practices, it offers some interesting examples of how local governments have reformed their bureaucracies, of the main obstacles they face and of the political and economic environments in these regions.

Chapter 2 examines the province of East Java, in particular Sidoarjo district and Surabaya municipality, which reflect somewhat contrasting types of economic development and degrees of regional competitiveness in attracting investment. East Java is the second-largest province in Indonesia in terms of trade and industry. It has played a strategic role in the national export of goods not only from

Central Java but also from Indonesia's eastern regions. Its *arek* culture—open-minded, egalitarian and expressive—is a key factor in accelerating growth and business activities in this province. The case of *kabupaten* Sidoarjo illustrates how an integrated one-stop business licensing service, a quality management system and a strategic leader (Mayor Win Hendarso) can play an enormous role in developing regional competitiveness and a neutral and professional bureaucracy. (The sustainability of this performance has, however, been brought into question since Sidoarjo's hot mudflow disaster occurred in May 2006.) In contrast, the lack of these positive factors, together with relatively high unemployment and poverty, have made it difficult for the Surabaya municipal government to improve the quality of public service, and hence regional competitiveness.

Chapter 3 discusses the bureaucratic and economic performance of Bali. Local governments in Bali, especially Denpasar and Gianyar, faced somewhat different challenges from those of East Java after the bomb explosions of 2002 and 2005. The explosions significantly discouraged international tourists from visiting Bali, leading to a decline in the tourism industry. Although Denpasar and Gianyar have implemented an OSS, sustainability and strategic leadership have played a key role in the success of each. Gianyar was chosen as a pioneer for OSS in Bali, but has been unable to sustain its performance owing to lack of innovation by its bureaucrats and its new district head. Denpasar has only recently begun to install its OSS, but a 'breakthrough' program introduced by its mayor has been welcomed by business players and investors.

Chapters 4 and 5 show that the role of local bureaucracies in East Kalimantan and West Sumatra has been far from optimal in facilitating sustainable economic development. However, the municipal government of Tarakan has made strong efforts to improve public services by developing an OSS, and has made innovations that have attracted investors. Its performance is far better than that of the city of Samarinda in East Kalimantan. The cases of Padang and Payakumbuh in West Sumatra illustrate the proposition that the existence of an OSS is a necessary but not sufficient condition for improving public services and enhancing bureaucratic neutrality and professionalism.

The last two chapters of the book draw some lessons from the study. Best practice in attracting investment is illustrated by Sidoarjo, Tarakan and Gianyar. The book also indicates that the majority of local governments have not used decentralisation to support competitiveness. Bureaucratic reforms are critical to enhancing regional competitiveness and stimulating local bureaucrats to innovate. The success of these reforms depends heavily on the political will and commitment of local government and the strategic leadership of the district head or mayor in initiating breakthrough programs and economic development. The book concludes that there is a positive correlation between bureaucratic and economic problems, and recommends measures to implement rational-egalitarian-neutral and professional bureaucratic practices. This book offers some interesting insights into the changes needed to improve public services and regional competitiveness.

Mudrajad Kuncoro
Gadjah Mada University, Yogyakarta

© 2008 Mudrajad Kuncoro

Roos K. Andadari (2008) *Local Clusters in Global Value Chains: A Case Study of Wood Furniture Clusters in Central Java (Indonesia)*, Tinbergen Institute Research Series No. 421, Thela Thesis Academic Publishing Services, Amsterdam, pp. 242. € 19.25.

This book by Roos Andadari continues a long history of research into small and medium enterprises (SMEs) in Indonesia, and of publication of PhD theses from Dutch universities. Publications on SMEs in Indonesia date back several decades. Soon after informal sector studies began to appear in the international literature, the International Labour Organization carried out a number of SME studies in Indonesia. Since then, scholars have continued to focus on the sector, which has historical and political importance far beyond its immediate economic relevance.

An important body of scholarly works on Indonesia's SME sector has come from the Netherlands, and many of these have been published in the Dutch tradition of making PhD manuscripts widely available. Andadari follows this tradition and in her book mentions a number of other similarly published PhD manuscripts, although not as many as might be expected from a case study oriented approach.

The author's main aim is 'to investigate the factors that contribute to the performance of small firms in wood furniture sectors in developing countries' (p. 10). As she mentions later in the book (p. 136), the study's main contribution is to bring together a cluster and a global value chain approach. And this indeed is the book's greatest value. Many previous studies on the Jepara wood furniture sector have taken a cluster approach. More recently, studies of SMEs in Indonesia have begun to use a value chain approach. However, few, if any, have provided an analytical framework and analysis that combines these two approaches.

The volume is set out in a traditional thesis format, in terms of both chapter content and book structure. For example, each chapter begins with an explicit statement of what it is about, followed by a list of the various sub-sections in the chapter. Almost all chapters have a conclusion summarising their content.

The book has nine chapters. The first presents the thesis and an outline, including a diagram of how all the chapters fit together. The next four chapters provide the theoretical framework. Chapter 2 contains a general discussion of small firms. This is followed by a chapter each on industrial clusters and value chains. Chapter 5 then brings the two theories together in an integrated framework.

While the various chapters in this part of the book provide a good coverage of the literature, it is not always clear what the author's views are on the various and sometimes contradictory ideas presented. The chapter that integrates the two approaches (chapter 5) is brief and is more an argument for using the two approaches together than an extension of the current approaches into a new framework.

Chapters 6 to 8 provide an analysis of the wood furniture sector in Central Java. Chapter 6 presents background material on the sector. Chapter 7 then analyses the yearly industrial surveys carried out by the central statistics agency. Chapter 8 furnishes greater detail, analysing a survey the author conducted in three Central Java wood furniture clusters. A general and unremarkable conclusion derived from the analysis is that clustering and links to international buyers have a strong

impact on large and medium firm performance. The final chapter is a short conclusion that summarises the findings and identifies areas for future research.

It is interesting that in the opening chapters the author focuses on SMEs, yet the bulk of the analysis and related findings refer to large and medium firms. Perhaps this was because of the limitations imposed by the data set. However, the book does not convey, as some previous studies on SMEs in Indonesia have, the rich context and texture of small local businesses. The book's greatest strength is indeed the application of a combined cluster and value chain approach to the analysis.

Who should read this book? Despite the innovative way it brings together the cluster and value chain approaches, for those interested in the theoretical debate on the intersection of these theories this book may be of only passing interest. It will have greater appeal perhaps for those interested in the development of SMEs in Indonesia, and specifically scholars interested in Central Java clusters. Overall, the book makes a worthwhile contribution to the literature and continues the rich tradition of publication from Dutch universities on SME clusters in Indonesia.

Peter van Diermen

Australian Agency for International Development, Canberra

© 2008 Peter van Diermen

Michele Ford and Lyn Parker (eds) (2008) *Women and Work in Indonesia*, Asian Studies Association of Australia (ASAA) Women in Asia Series, Routledge, London and New York, pp. xi + 217. Cloth: £75.00.

This book is a collection of contemporary empirical studies of women and work in Indonesia. All are case studies of different types of work, and were conducted in various regions of Indonesia (apart from one study of Indonesian migrant workers in Singapore). In the words of the editors, the book 'seeks to make a significant contribution both to empirical studies of the lived experience and meaning of women's work in Indonesia and to feminist thinking about women's work in the non-Western world' (p. 1). Thus it aims not just to describe what women do but also to adopt a more 'holistic approach than that taken by economists and political scientists' (p. 5), including analysis of the unequal power of males and females in various cultural contexts, and of the role of state ideologies and global frameworks. It also seeks to take a broad approach to the definition of women's work, to include home duties, child care and healing.

The book covers four broad areas of work undertaken by women. The first is work in traditional sectors such as rice (Evelyn Blackwood on Minangkabau women in West Sumatra and Gaynor Dawson on women working in a transmigration settlement in Riau). The second is women's roles in an environment where there is a transition from traditional to more modern roles (Simone Alesich on traditional healers, or *dukun*, giving way to government-trained midwives or *bidan* in Southeast Sulawesi). The third area is women's roles in occupations that began to flourish during the New Order (Linda Rae Bennett on women in tourist hotels in Lombok; Nicholaas Warouw on women's experience of factory work in Tangerang; Kuntala Lahiri-Dutt and Kathryn Robinson on women engaged in

the mining industry; and Pam Nilan and Prahastiwi Utari on women engaged in the media and communications sector in Indonesia). The fourth area concerns women engaged in work as migrants, both as inter-island migrants within Indonesia and as international migrants abroad (Nurul Ilmi Idrus on Bugis migrant women working in Sabah; Michele Ford and Lenore Lyons on migrant workers engaged in the sex industry in the Riau Islands; and Rosslyn von der Borch on Indonesian domestic workers in Singapore).

This is a valuable set of empirical studies on women's work, several of them based on community-level research, and a number involving ethnographic work and case studies of individual women. One strength of the collection is the presentation of women's voices on their experience as migrant workers (for example in the papers by Von der Borch, Ford and Lyons, and Nilan and Utari). An interesting issue raised is the difficulties educated women face in the workplace, as illustrated through insightful examples of media workers, who often experience sexual harassment and difficulties in juggling unpredictable work schedules and family responsibilities.

More generally, the book's chapters seek to set work experience in the broader social and psychological context in which women operate. The stereotype of international migrants going abroad with the goal of remitting earnings back to their families is challenged in the paper by Idrus, who finds that young Bugis migrants to Sabah are often in search of marriage partners, and some spend a considerable part of their earnings on themselves rather than remitting significant sums back home. Several of the sex workers in the Riau Islands became socially mobile through marriage to their working-class clients from Singapore (to become 'respectable housewives'), although these relationships were sometimes quite strained.

While the local contexts are interesting, several of the themes are not new, such as the misrepresentation of Minangkabau rice farmers as housewives, based on local gender stereotyping, or the discrimination that Tangerang factory workers faced at the hands of their Korean managers. The book demonstrates, however, that progressive policies to overcome female disadvantage may have some unintended consequences, such as the awkwardness experienced by female workers given special menstruation leave in the male-dominated mining industry (discussed in the paper by Lahiri-Dutt and Robinson).

Altogether this is an excellent collection of research papers, of value to researchers interested in gender issues, to social scientists in general and to policy makers. For economists, the book does not include many quantitative measures of female participation and disadvantage. But it is revealing in drawing attention to the many social dimensions that influence women's work decisions and welfare.

Tri Manning

Australian Defence Force Academy (ADFA), University of New South Wales

© 2008 Tri Manning

Catharina Williams (2007) *Maiden Voyages: Eastern Indonesian Women on the Move*, Institute of Southeast Asian Studies (ISEAS), Singapore; KITLV Press, Leiden, pp. xv + 211. Paper S\$39.90.

On reading the title, my first thought was that this book was about the migration of women due to economic hardship in East Nusa Tenggara, a part of Indonesia that is known for its poverty and under-development. Therefore, I expected that the movement of Eastern Indonesian women discussed in the book would relate to women's strategies to help increase household income or improve living conditions. However, I struggled to find the essence of the book from an economic-demographic point of view. The author describes the economic and political setting by reference to the Indonesian economic crisis at the national level and the socio-economic characteristics of the population of East Nusa Tenggara. But there is no further explanation of how these factors have impacted on the lives of the women in these islands. The author mentions the migration theory of pull-and-push factors that motivate people to move from their places of origin to other destinations, but in fact this is not what she wishes to explore. Rather this book is about mobility and travel (not migration, which is defined as the permanent change of place of residence) of Eastern Indonesian women by sea along three routes: to other islands, to urban centres and overseas. It is about women's spatial movement, as they challenge the gender stereotype that a woman's place is in the home by travelling between islands, applying the concept of *langgar laut* (crossing the threshold of the ocean) – which in the widest sense means 'getting there and being there' – in search of their own identities, moving away from gender roles at home and domestic identities that are often accepted and taken for granted (p. 172).

This book reports the author's research results, as she puts her feet in the informants' shoes by interviewing women travellers about why, with whom and for what reasons they travel. Williams develops an excellent research methodology, applying her geography background, investigating the women's movements through the islands, and using gender perspectives to explain how her informants tried to move beyond women's stereotypes and outside their homes, and to expand their horizons. This makes a valuable contribution to existing migration studies that have not been able to explain many aspects of mobility, since scholars usually fail to capture the underlying reasons for mobility or movement between spaces from a gender perspective.

Sri Moertiningsih Adioetomo
University of Indonesia, Jakarta

© 2008 Sri Moertiningsih Adioetomo

Nadirisyah Hosen (2007) *Shari'a and Constitutional Reform in Indonesia*, Institute for Southeast Asian Studies (ISEAS), Singapore, pp. x + 271.
Paper: S\$34.90/US\$27.90; Cloth: S\$49.90/US\$38.90.

The central proposition of this book is that Islamic law (*sharia*) is compatible with constitutionalism, and that Indonesia provides a model of a state in which these two legal concepts co-exist. The book examines the history of constitutional law in Indonesia, and the extent to which Muslim aspirations for the application of Islamic law have been catered for in an independent Indonesia. It discusses in detail the development of the 1945 Constitution, from its beginnings as a means of uniting this diverse, multi-cultural and multi-religious nation, through its use as a tool of dictatorial rule by the Soekarno and Soeharto regimes, to the present day, where reforms in the post-Soeharto era mean that the 1945 Constitution is, with some caveats, capable of supporting a strong, democratic Indonesia. The author highlights the historical moments when the possibility arose for the incorporation of Islamic law into the legal principles of the state, in 1945, 1955 and 1999–2000.

The methodology Hosen employs to prove his central proposition is sophisticated and innovative. He focuses on the constitutional amendments made between 1999 and 2002, and asks what influence if any *sharia* had on this process. He compares the amendments in the areas of human rights, the rule of law and the relationship between religion and state with those understandings expressed in the constitutions of Egypt, Saudi Arabia and Iran, and shows how these issues have been understood historically in the Islamic world. He argues that those who have a formal understanding of *sharia*, regarding it as the primary source of law, have had no influence on constitutional reform in Indonesia. However, those who support a substantive approach, based on the universal, underlying values of Islam, and accepting of the need for *sharia* to be re-interpreted so as to be consistent with democracy and constitutionalism, have been able to have their aspirations met. In other words, the current Indonesian constitution is in accord with their aspirations because it is imbued with the spirit of *sharia*, that is, it is capable of supporting a nation of justice and equality for all, where Muslims are free to practise their religion.

According to Hosen, Indonesia is neither an Islamic or theocratic state nor a secular state where religion and state are totally separate. Instead, in affirming Pancasila as the basis of state ideology, Indonesia follows 'a third alternative'. The state upholds religious values in general but not those of a particular religion, and religious values play an important role in social and political life. This third alternative is the version favoured by the majority of Indonesians and is unlikely to face any serious challenge in the future.

Hosen brings together an impressive array of sources to make his central arguments, including classical Islamic scholarship and sources on Islamic history, contemporary Islamic scholarship representing a wide spectrum of views, literature on comparative constitutions and the role of religion in the state, and interviews with contemporary Islamist politicians in Indonesia. Although the book's focus is on law and constitutional studies, it touches on many other topics including Islamic politics, political history, issues of governance and human rights, and minority and women's rights, so that it deserves to find a broad audience. It is

also engagingly written and accessible to readers who have a general knowledge of Indonesian politics and history. Its comparative perspective will interest scholars working on issues of law and the role of Islam in the state in other Muslim majority nations.

Sally White
Australian National University, Canberra

© 2008 Sally White