

Identifying Trends of Policy Transfer Practices in Indonesia: A Systematic Literature Review (2012 - 2022)

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KEYWORDS	ABSTRACT
policy transfer, policy learning, indonesia, systematic literature review	The practice of policy transfer has been known since 315 BC, but conceptually it has been increasingly discussed by policy experts in the world in the last 30 years. In the Indonesian context, the application of policy transfers has been increasingly adopted by policymakers in the last ten years or so. In practice, policy transfer is an alternative that makes it easier for policymakers to make new policies. Policy transfer facilitates learning of good policy practices from various initiating countries so as to minimize failure. The transfer process is easier to build when a network or relationship is established between the actors acting as the source of the transfer, the recipient of the transfer, or other related parties. This study analyzes the implementation of policy transfers that have occurred in Indonesia in the last ten years (2012-2022) through 4 stages of Systematic Literature Review, namely 1) Pre-SLR; 2) Identification, 3) Screening, and 4) Eligibility. There were 31 selected publications which were further analyzed based on three criteria: 1) Fields/areas where policy transfer was applied, 2) Research methods conducted, and 3) Policy transfer analysis. Topics related to the analysis of policy transfers produce 5 sub-topics that can be studied further, namely: Transfer products, Transfer Loci, Policy Actors, Forms of Transfers, and Transfer Processes

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Introduction

For more than 30 years, publications on policy transfer have emerged from the establishment of the concept of policy transfer to applications of policy transfer worldwide (Zhang & Yu, 2021) (Dolowitz, 2017); (Rose, 1991). Many researchers discuss the use of policy transfers from a modern perspective which does not only concentrate on the government but also in terms of private sector practices carried out by many countries in various fields (Mokhtar & Rahman, 2020). (Evans, 2017) revealed that the concept of policy transfer actually existed since the beginning of the Christian era. In 315 BC, Aristotle advised his compatriots in the Nicomachean Ethics to rationally study

and be able to take both positive and negative experiences from the development of large city-states.

Policy transfer is a theory of policy making, to understand the process or set of processes in which knowledge from a government-level department or agency, policy, or delivery system is used to formulate a different agency, policy, or delivery system (Evans, 2017). Although policy shifts have been a common practice since the dawn of civilization, the intensity of activity, as well as the scope of policy shifts, has increased due to shifts in action in public policymaking (Dolowitz & Marsh, 2000). Policy transfer is often described as a process that becomes clearer as globalization advances, driven by factors such as industrialization, financial integration, and advances in markets and communications (Stoner et al., 1996).

Working in the context of uncertain policy transfers terms, many researchers carry policy transfers with alternative concepts such as policy borrowin, policy adaptation, policy convergence to lesson drawing (Barabach, 2010) (Bauer, 2010) (Petridou & Olausson, 2017). In some cases, researchers also use the terms: policy learning, policy diffusion, benchmarking, and best practice (Keating & Cairney, 2012); (Dolowitz, 2017) (Minkman et al., 2018). Over time, political theorists have attempted to create boundaries against these overlapping terms. Most often, policy transfers are considered part of the Lesson Drawing. However, (Rose, 1991) was among the first to highlight that lessons learned are actually based on a conscious and voluntary process of deciding whether governments adopt policies from the past or from elsewhere. On the other hand, policy transfers are more dominantly carried out by coercive means.

(Bauer, 2010; Evans, 2017) expand on previous understandings of policy learning and policy transfer by highlighting the fact that policy learning actually emerges from the process of policy transfer. With the same agreement, (Minkman et al., 2018) assert that policy transfer is a broader concept and policy learning can occur prior to the policy transfer process or during later phases. He further explained that the government learns from other parties before starting the transfer process and policy evaluation (after the policy is transferred) can produce policy learning. In both ways, policy learning is linked to the implications of successful policy transfer. Analyzing policy shifts, focusing on one or more of three areas of study that are common in normal policy analysis: descriptions of how policy shifts occur; an explanation of why the shift in policy occurred; and specifications of how policy shifts occur.

The transfer process is easier to build when a network or relationship is established between the actors acting as the source of the transfer, the recipient of the transfer, or other related parties. Relationships or networking can occur, one of which is through membership in international organizations, such as the OECD, World Bank, and the United Nations (Minkman et al., 2018). Evidence of policy transfer lies in its implementation. In other words, it is impossible to identify the content of transfers as well as measure the implications of the process by which policy transfers occur without adopting an implementation perspective. The policy transfer itself minimizes failure because existing policies are usually successfully implemented by the countries where they are initiated (Nurnadhifa & Latifah, 2021). When it comes to networking and policy transfer, these two things are sometimes inseparable. Policy transfers are sometimes carried out because of a background in one country that has networks through membership in international organizations as mentioned above. International organizations are a place for its members to exchange thoughts, ideas or learning (Foli et al., 2018). Indonesia's membership in international organizations such as the United

Nations, OECD, and the World Bank has been going on for a long time. More details regarding Indonesia's progress in international bodies or membership can be seen in Figure 1.

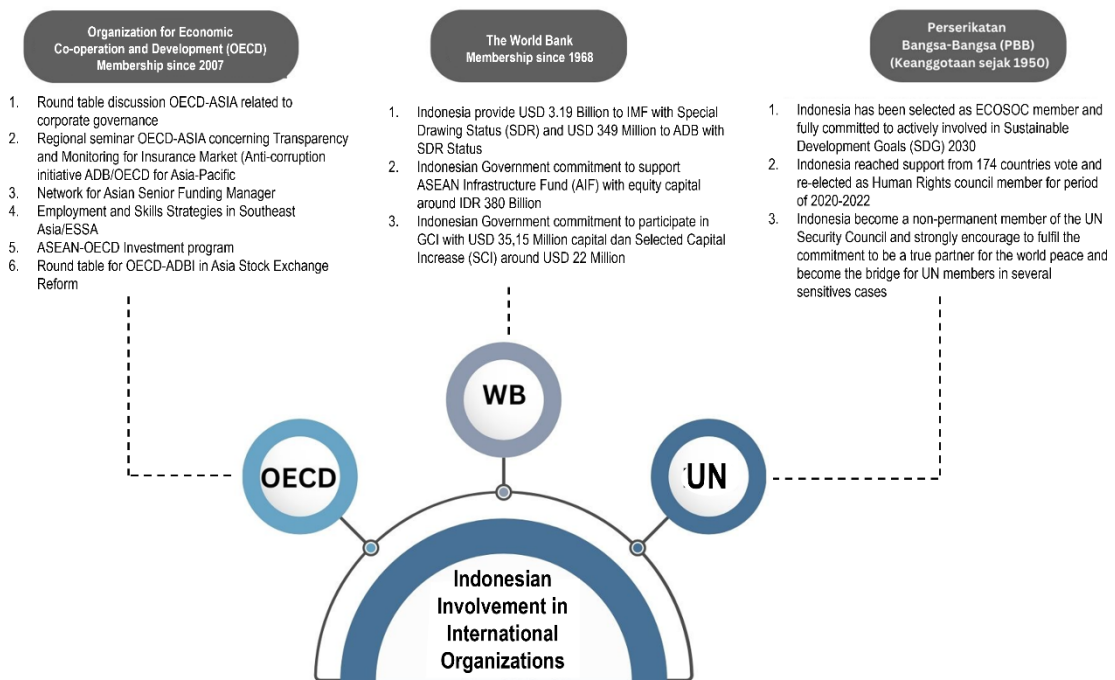


Figure 1 Illustration on Indonesian involvement in International Organizations
Source: Adapted from Hermawan, 2012.; OECD, 2018.;and Oktari, 2021.

Over the past 20 years, development “lesson learning practices” in the South have not only begun to flow internationally, but policy transfers have also become a foreign policy tool to strengthen relations between countries (Stoner et al., 1996). The OECD, WB, and UN are policy transfer agents that are strong enough to be able to influence members within them to implement policy transfer practices, and Indonesia is no exception. When referring to Indonesia's active participation in various international organizations, as shown in Figure 1, it is not impossible that the implementation of policy transfers in Indonesia has been taking place concurrently with Indonesia's membership in several of these international organizations. From the background above, the author intends to further analyze how the implementation of policy transfers has occurred in Indonesia in the last ten years (2012-2022) through the Systematic Literature Review (SLR) analysis. The purpose of this study is hopefully can enrich studies related to the implementation of policy transfers in Indonesia, as well as contribute academically to subsequent researchers regarding the policy transfer process at different scales and scopes.

THEORETICAL BASE

Policy Transfer

The definition of policy transfer that is most often used by policy transfer researchers as a basis, is put forward by (Dolowitz & Marsh, 2000), They define policy transfer as “dynamic knowledge about policies, environments, or administrative institutions that can be used across space and time to formulate policies, management, and institutions/organizations elsewhere”. (Stoner et al., 1996) uses this terminology to summarize various concepts related to policy transfer as an overarching framework, such

as learning, policy follow-up, competition and coordination, and systemic thrift thinking. The term treats policy transfer as a voluntary activity. A country's policy-making elites believe that they will be equally successful in different settings, and thus import innovative policies developed elsewhere. Another definition of policy transfer is put forward by (Barabasch, 2010) that policy transfer represents government strategies, action plans, guidelines, goals and objectives, and rules and regulations. Meanwhile, the definition of policy transfer according to Page (2000) focuses on three fundamental questions (1) who is involved, (2) what is transferred, and (3) when is it transferred. Another widely accepted definition in common terms is that the concept of transfer policy reflects the use of a policy in a particular country to be 'imitated' or 'being imitated' in other countries whether within or between different political contexts (Petridou & Olausson, 2017) (Dąbrowski et al., 2018). From the various definitions of policy transfer put forward by several researchers and academics above, the definition of policy transfer itself can be concluded as a process in which one party uses/imitates/adapts a particular policy (strategy, program, action plan, guidelines) from another party in territory.

Policy transfer aims to correct deficiencies in learning methods. Policy transfer is understood as a process whereby policies and/or practices in one political system are combined and used in the decision-making domain of another political system (Dolowitz and Marsh in (Bulmer et al., 2007)). The assumption of the policy transfer literature is that it does not seek to privilege the deliberate attempts of policymakers to find new ideas or the rational exploration of policy solutions. While alternatives may emerge as a result of rational observation and judgment, policy adjustments may be made based on poor or inaccurate observations, the adoption of a new policy or program, or the unstoppable triumph of "logic" over the rational demands of the situation.

(Bulmer et al., 2007) argue that policy transfer is a relatively new term in the list of policy analysis. Policy transfers according to Bulmer et al, have a focus on the exchange of policies, ideas, or policy instruments between different government systems around the world. (Bulmer et al., 2007) explained that over time, policy transfer was dominated by policy diffusion.

There are two factors that are becoming the background to the increased openness of policy transfers. First, the improvement of institutional structures on a transnational scale, as in the European Union (EU), is a dynamic and developing form. Second, the growth of telecommunications and information technology that develops global communications into real-time, increases awareness of alternative policy responses. This is placing more and more countries under pressure similar to the effects of globalization. So they try to at least be able to respond by using information regarding how other countries' political arrangements respond to the same pressure (Bulmer et al., 2007).

(Stoner et al., 1996) suggests the concept of policy transfer can focus the state and policymakers to be able to improve quality and rationality in terms of making decisions. At a scientific level, policy transfer contributes to comparative public policy, and policy transfer also complements and justifies a broader focus on global policy research and the need for public policy to directly address globalization issues (Deacon, 1997).

It has been argued that most functions in the field of public policy have become smaller as a result of, or in response to, globalization processes due to dramatic changes in the structure of global political and economic institutions. At the same time, this structural change has created various problems at the organizational level, such as cost control issues; increasing pressure on public organizations to engage in revenue-generating activities; the need for more effective coordination of policy systems across

sectors and levels of government; new demand patterns, social and demographic changes, and increased public service expectations due to the expansion of quality management. Public organizations do not always have the expertise to address these issues, so they are increasingly looking for answers outside the government or NGOs. Richard Rose from (Evans, 2017) observes that every country has problems, and each country views these problems as something unique. But country-specific problems also face general problems: policymakers in cities so local and state governments can learn from the responses of their counterparts elsewhere. In addition, the public expects more policymakers, more new ideas, a greater willingness to question inherited ways of doing things, and better use of current state evidence and research.

Research Methods

This research was conducted by using qualitative research methods and the application of the PRISMA or "Preferred Reporting Items for Systematic Reviews and Meta-Analyses", a methodology to the analysis of the literature review. PRISMA basically consisted of several stages of reviewing. through 4 SLR stages, namely 1) pre-SLR; 2) identification, 3) screening, and 4) Eligibility. PRISMA is a published guideline for more focused systematic literature retrieval (SLR) (Moher et al., 2009; Shaffril et al., 2019). By identifying a collection of themes that include the necessary data, PRISMA assists researchers in reporting thorough systematic reviews.

Pre-SLR

This phase focuses on formulating specific research questions and obtaining literature for validation. The research question of this thesis is: How did the policy transfer in Indonesia take place? How can researchers analyze policy transfer practices using important concepts relevant to them? The literature source refers to the databases used to search the policy transfer literature. Web of Science and Google Scholar are considered among the recommended reference databases. A subscription-based online scientific citation indexing service managed by Clarivate Analytics (Asubiaro & Onaolapo, 2023), Web of Science provides comprehensive citation searches of publications indexed worldwide. The service provides access to multiple databases that serve as references for interdisciplinary research, enabling in-depth exploration of specific subfields of an academic or scientific discipline. Meanwhile, Google Scholar is a search engine that helps scholars browse scientific works such as journal articles that have been published anywhere, not limited to globally indexed journals, but also nationally indexed, such as Shinta (Allo, 2020).

Identification

Identification is basically the first step in the system review process. The initial idea of recognition is to identify the right keywords and develop search strings. In short, the researcher searches both databases simultaneously for all relevant keywords related to the research topic. Based on previous systematic review studies, the keywords used can come from thesaurus, variant, related terms, expert opinion, or keywords from previous literature (Mokhtar & Rahman, 2020) (Moher et al., 2009) (Bramer et al., 2017); (Shaffril et al., 2019). The keywords used in this study are: "Policy Transfer". The author also uses the keyword in bahasa for the mentioned terminology, which is "Transfer Kebijakan" in this study. It is hoped that by using the keyword "Policy Transfer", the author can capture the practice of policy transfer practices carried out in Indonesia, which are documented by several researchers in their publications. The keyword "International Institutions To National Institutions" is an additional keyword for sorting publications to make them

more specific, with the assumption that most policy transfers are carried out by international organizations to national scale institutions or organizations . From the identification results of the two search sources, using the keywords above, there are around 17,369 publications on the Web of Science that include "Policy Transfer" as the keyword in the period 2012-2022 and 37 publications on Google Scholar in the same period. The author then did a more specific sorting with the keyword "International Institutions to National Institutions" on the Web of Science and found around 171 publications (table 1).

Then the research does another search using the keyword "Policy Learning". Policy learning was chosen as an additional keyword because to describe the concept of policy transfer, there are several terms that actually use the same concept as policy transfer. One of them is the term "Policy Learning" (Keating & Cairney, 2012). In a search period of 10 years, from 2012 to 2022, the author found 314 publications that were filtered using these keywords. After that, a search was carried out again with more specific keywords by adding the keywords "Policy Learning" AND "Indonesia". From the search results with these keywords, the result is a total of 237 selected publications for further selection at a later stage. Still identifying publications using the Web of Science, the authors also conducted a search using the keyword "Pembelajaran Kebijakan". The author also does a more specific search by adding "Pembelajaran Kebijakan" AND "Indonesia". Of the two keywords, 1 journal was identified that met the criteria for further analysis (table 1).

By using the same keywords in the previous paragraph, the author does the same treatment using Google Scholar. The results obtained are as many as 17,800 publications identified using the keyword "Policy learning". For a more specific search with the keywords "Policy Learning" AND "Indonesia", in the 2012-2020 period, the authors found 3,370 publications that were filtered. Furthermore, the same treatment was re-applied by conducting a search with the keyword "policy learning". A total of 121,000 publications were identified using that keyword. After searching with the same keywords with the addition of more specific keywords, a total of 685 publications were found from the search results with the keywords "policy learning" AND "Indonesia" (table 1).

Table 1 Search strings on Web of Science dan Google Scholar concerning policy transfer

Data Base	Basic Search	Advanced Search/search strings
Web of Science	Policy Transfer (n= 17,369) Transfer Policy (n=0) Policy Learning (n=314) Policy Learning (n=1)	"Policy Transfer" OR "Policy Transfer" AND "International Institution To National Institutions" (n=171); "Policy Learning" AND "Indonesia" (n=237) "Policy Learning" AND "Indonesia" (n=1)
Google Scholar	Policy Transfer (n= 17,300) Policy Transfer (n=35,300) Policy Learning (n=17,800) Policy Learning (n=121,000)	"Policy Transfer" OR "Policy Transfer" AND "International Institution To National Institutions" (n=37) "Policy Learning" AND "Indonesia" (n=3,370) "Policy Learning" AND "Indonesia" (n=685)
Total	209,084 articles	4,501 articles

source: adapted from Web of Science (2023), and Google Scholar (2023)

Screening

The screening process is carried out by establishing inclusion and exclusion criteria with the aim of eliminating irrelevant or duplicate articles. Initially, all articles were collated and reviewed in a Microsoft Excel worksheet to remove identical articles (Bree & Gallagher, 2016). From the screening results using the criteria for year, type of document, type of source, language, locus and type of access, there were a total of 174 publications with details of 88 Web of Science publications and Google Scholar 86 publications that passed the screening stage (table 2).

Table 2 The search configuration on *Web of Science* dan *Google Scholar* concerning policy transfer

Criteria	Inclusion	Exclusion
Years	2012-2022	Publication before 2012
Document type	Articles	Other than articles
Source type	Journals	Other than journals
Language	English, Bahasa Indonesia	Other than English and Indonesian
Access type	<i>Open Access & Close</i>	
Locus	<i>Access</i> Indonesia	
Total Publications	<i>Web of Science</i> (n=88) <i>Google Scholar</i> (86)	

source: adapted from Web of Science (2023), and Google Scholar (2023)

Eligibility

The remaining articles (n=174) were sorted manually based on eligibility criteria (Web of Science n=88; Google Scholar (86). At this stage, all articles were thoroughly checked to assess their content and quality and to ensure the selection of the right papers based on criteria (Bramer et al., 2017). The final articles were carefully reviewed to ensure they were feasible and met the research objectives. Fifty-eight articles were rejected because the papers focused more on the theory and concept of policy transfer rather than implementation. In the final stage, 31 articles were found to be relevant and available for further analysis (see Figure 1).

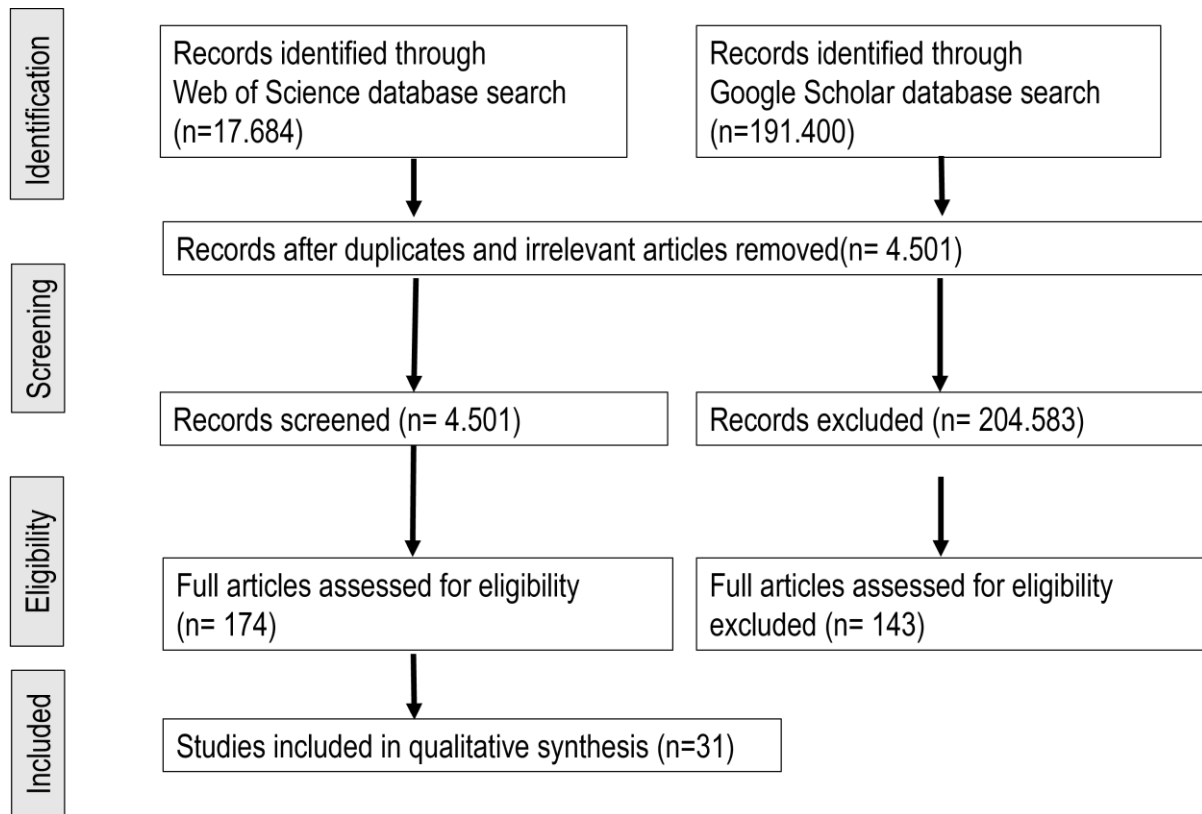


Figure 2 Diagram flow- PRISMA
Adapted from Moher et al. (2009)

Data and Analysis

After going through a thorough database search as shown in Fig. 2, 31 articles have been examined by reviewing the abstracts and evaluating the contents of the selected publications. Qualitative synthesis is then carried out using thematic analysis, which involves three approaches: identifying, analyzing, and reporting data patterns and themes as valid reflections of the entire dataset (Braun & Clarke, 2006). The last step, the data will be analyzed according to typology to create themes and subtopics (Shaffril et al., 2019).

Results and Discussions

In the results and discussion section, the results of the literature review analysis will be explained which the authors have grouped into five themes, including: 1) areas/areas where policy transfers are applied in Indonesia, 2) trends in research methods carried out, and 3) analysis of policy transfers. Topics related to the analysis of policy transfers produce 5 sub-topics that can be studied further, namely: Transfer products, Transfer Loci, Policy Transfer Agents, Forms of Transfers, and Transfer Processes. Detailed elaboration of each topic and subtopic is described in Table 3 below.

Table 3 The synthesis of Policy Transfer implementation in Indonesia (2012-2022)

Author	Area/field of transfer	The trend in research methods carried out	Policy Transfer Analysis				Transfer Process
			Product of transfer	Locus of transfer	Policy transfer agents	Forms of Transfers	
Arissa, Y (2022)	Children Welfare	✓	✓	✓	✓	✓	✓
Nurnadhifa dan Nur Latifah (2021)	Transportation	✓	✓	✓	✓	✓	✓
Larasati dan Jannah (2022)	Welfare	✓	✓	✓	✓	✓	✓
Yulia dan Arlianda (2020)	Environment	✓	✓	✓	✓	✓	✓
Arinda dan Fathurrahman (2021)	Capacity development	✓	✓	✓	✓	✓	✓
Arwanto dan Anggraini (2022)	Bureaucracy reform	✓	✓	✓	✓	✓	✓
Aritenang (2014)	Art and Culture	✓	✓	✓	✓	✓	✓
Nethery and Gordyn (2014)	Welfare	✓	✓	✓	✓	✓	✓
Tambunan (2022)	Government	✓	✓	✓	✓	✓	✓
Wicaksono (2018)	Bureaucracy reform	✓	✓	✓	✓		
Agustino (2020)	Health	✓	✓	✓	✓	✓	✓
Ngalimun et al (2022)	Education	✓	✓	✓	✓	✓	✓
Asmara (2021)	Marine	✓	✓	✓	✓		
Howlett (2017)	Energy	✓	✓	✓	✓		
Aslinda (2020)	Health	✓	✓	✓	✓	✓	✓
Irawanto (2017)	Art and Culture	✓	✓	✓	✓	✓	
Alta (2022)	Human Rights	✓	✓	✓	✓	✓	✓
Maulana (2021)	Government	✓	✓	✓	✓	✓	✓
Mulcahy (2022)	Health	✓	✓	✓	✓	✓	✓
Khasanah (2022)	Economy	✓	✓	✓	✓		
Yuda (2022)	Welfare	✓	✓	✓	✓		✓
Irawan (2021)	Welfare	✓	✓	✓	✓	✓	✓
Jarvie (2015)	Environment	✓		✓	✓	✓	✓
Larsen (2012)	Environment	✓		✓	✓	✓	✓
Reed (2013)	Environment	✓		✓	✓	✓	✓
Oliveira (2013)	Environment	✓		✓	✓	✓	✓
Minkman, et al (2019)	Environment	✓		✓	✓	✓	✓
Gronow (2021)	Environment	✓		✓	✓	✓	✓
Sanders et al (2020)	Environment	✓		✓	✓	✓	✓
Tan, et al (2021)	Urban planning	✓		✓	✓	✓	✓
Evans & Barakat (2012)	Finance	✓		✓	✓	✓	✓

Sources: analyzed from multiple sources by the Author (2023)

Fields/areas where policy transfers are implemented in Indonesia

From the results of a qualitative synthesis carried out on 31 selected publications, the author identified around 13 fields or areas where the transfer of policies was

implemented with the majority of transfers occurring in the environmental sector. A total of 4 publications that were analyzed related to the field of bureaucratic reform (Arwanto & Anggraini, 2020); (Santosa et al., 2020); (Maulana & Arifin, 2021); and (A. Wicaksono, 2018). The author includes a publication related to the implementation of policy transfers which specifically examines the transfer of the general election system in Indonesia (Santosa et al., 2020) into the category of the government sector. Regarding the welfare sector, there are 5 publications that specifically discuss the implementation of transfers, including (Nethery & Gordyn, 2014) which discusses the transfer of policies in the field of asylum, Arissa, Y (2022) in the field of welfare which specifically discusses the transfer of programs regarding child welfare, and (Larasati & Jannah, 2022) related to the welfare of poor families. Related to other fields, there is one publication that discusses the implementation of transfers in the Development sector, especially Human Resources (HR). (Arinda & Fathurrahman, n.d.) in their publication, conducted an analysis regarding HR Development in Indonesia which was transferred from the German Government. In the field of culture, there are two publications that discuss transfers in the fields of culture and arts, namely the transfer of Bandung cultural city policies analyzed by (Aritenang, 2015) and related to the documentary film industry (Irawanto, 2017). Of the thirty-one publications that carried out a literature review analysis, there was also the application of policy transfers in the transportation sector which was analyzed by (Nurnadhifa & Latifah, 2021). The author finds that the transfer of policies in the environmental sector is one of the areas that transfer the most. There are around 8 publications that discuss transfers in the environmental field (Yulia & Arlianda, 2020) (Jarvie et al., 2015) (Larsen et al., 2012) (Orleans Reed et al., 2013) (de Oliveira, 2013) (Minkman et al., 2019) (Gronow et al., 2021) (Sanders et al., 2020). For more details, the division of fields or areas where policy transfers were carried out in Indonesia in the 2012-2022 period is as follows (table 4):

Table 4 The synthesis of Area/Field of transfer from the Policy Transfer implementation in Indonesia (2012-2022)

No	Area/field of transfer	Author
1	Transportation	Nurmadhifa dan Nur Latifah (2021)
2	Welfare	Larasati dan Jannah (2022), Nethery and Gordyn (2014), Yuda (2022), Irawan (2021), Arissa (2022)
3	Environment	Yulia dan Arlianda (2020), Jarvie (2015), Larsen (2021), Reed (2013), Oliveira (2013), Minkman et al (2019), Gronow (2012), Sanders et al (2021)
4	Capacity Development	Arinda dan Faturrachman (2021)
5	Government/Bureaucracy reform	Arwanto dan Anggraini (2022), Tambunan (2022), Maulana (2021) Wicaksono (2018)
6	Art and Culture	Aritenang (2014), Irawanto (2017)
7	Education	Ngalimun et al (2022)
8	Marine	Asmara (2021)
9	Energy	Howlett (2017)
10	Health	Aslinda (2020), Mulcahy (2022)
11	Human rights	Alta (2022)
12	Economy/Finance	Khasanah (2022), Evans dan Barakat (2012)

Trends in research methods carried out

From the selected articles which were reviewed by the author, most of them lead to the trend of qualitative research methods (Alta & Mukhtarov, 2022; Aritenang, 2015; de Oliveira, 2013; Evans, 2017; Irawanto, 2017; Jarvie et al., 2015; Khasanah et al., 2022; Larsen et al., 2012; Maulana & Arifin, 2021; Minkman et al., 2018; Nethery & Gordyn, 2014; Orleans Reed et al., 2013; Sanders et al., 2020; Santosa et al., 2020). Several authors conducted an analysis using a more specific research method by including the data collection method used in conducting a policy transfer analysis. (Agustino, 2021; Howlett et al., 2017; Ngalimun et al., 2022; A. A. Wicaksono, 2018; Yulia & Arlianda, 2020) were using qualitative methods with in-depth data collection interviews. There are only two publications that analyze the application of transfers using mixed research methods and data collection using in-depth interviews and questionnaires. Arinda and Faturrachman (2021) use this method in analyzing policy transfers related to The CIM Returning Experts Program. Furthermore, Gronow (2021) also uses a mixed method of research to analyze the emission reduction program from REDD+.

The results of the review analysis also identified 3 publications that used comparative studies in conducting research related to the implementation of transfers in Indonesia (Mulcahy et al., 2022; Yuda & Qomariyah, 2022). This method is carried out to analyze the comparison of the implementation of transfers between different loci but applying the same policy transfer practices.

Policy Transfer Analysis

In this study, the authors conducted a literature review analysis by examining 5 sub-topics for further elaboration. In the period 2012-2022, a number of publications have been screened and analyzed by the authors. Most of them analyzed the implementation of policy transfers in several sub-topics which the authors divide as follows:

Transfer Product,

From the 31 publications that have been screened, the authors found more than 10 transfer products, that are different from one another. In Indonesia, in the period 2012-2022, the authors identified various products of policy transfers that have been implemented. Among of them are: “ Kota layak Anak” (KLA) or Child-Friendly City program which is a transfer product from the UN Special Session on Children or World Fit For Children agreement in 2002. In the field of transportation, there is a "Non-farebox revenue" program that is similar to programs that have been successfully implemented in Japan and Singapore (Nurnadhifa and Nur Latifah, 2021). (Larasati & Jannah, 2022) reveal that the *Program Keluarga Harapan* (PKH) is a policy transfer originating from the Conditional Cash Transfer (CCT) program. There have been many in-depth studies related to the implementation of the CCT program in the world. This program, originating from Mexico and Brazil, and has become a model for policy transfers that are mostly carried out in the world. In areas related to welfare, it has been identified that there were 2 publications that also analyzed policy learning carried out by Indonesia through local government. The program is related to The Social Safety Nets Program, related to regional poverty alleviation that is adopted by the Regional Government of Gunung Kidul, Yogyakarta.

Regarding the economic/financial sector, the authors identified two publications that are related to policy learning. Those included the adoption of The National Economic Recovery (NER) (Khasanah, 2022) and also Project Pembangunan Kecamatan atau Kecamatan Development Project (KDP) which was adopted by the Government of Afghanistan through the national Solidarity Program (NSP).

Furthermore, in the environmental sector, there was policy transfer product that has been implemented, namely the 100 Resilient Cities (100RC) and the Water as Leverage (WaL) programs (Yulia and Arlianda, 2020). The program above is a transfer implementation from The ASEAN Climate Resilient Network, Asian Cities Climate Change Network (ACCRN), and Global Resilience Network. The 100 Resilient Cities (100RC) and the Water as Leverage (WaL) programs are implemented as a solution and strategy in overcoming sea level rise in coastal cities, in the world, especially within ASEAN countries. Several implementations of policy transfers related to climate change have also been identified, including policies related to climate change resilience in big cities through Urban climate change resilience implemented in Semarang (Jarvie, 2015), adopted from the Asian Cities Climate Change Resilience Network (ACCCRN). The same program was also analyzed and published by Reed (2013) with additional loci in Lampung, as well as in East Kalimantan through The Mahakam Delta Project (Larsen, 2012). Regarding transfers in terms of reducing carbon emissions, 2 publications can be identified related to the application of policy lessons originating from the United Nation's Framework Convention on Climate Change (UNFCCC) in Indonesia through the Reducing Emissions from Deforestation and Forest Degradation (REDD+) program (Gronow, 2021), and policy lessons from Indonesia-Australia Forest and Carbon through the Kalimantan Forests and Climate Partnership (KFCP) program (Sanders et al, 2020). Minkman, et al (2019) also identified in their publication that The Dutch Delta Approach (DDA) is the result of policy lessons from the Dutch Government that are applied to the management of coastal areas in Jakarta.

In the capacity development sector, Arinda and Faturrachman (2021) identified a program originating from The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) to be implemented in Indonesia through The CIM Returning Experts program. This program is intended for alumni who have acquired technical or managerial skills through undergraduate/postgraduate studies or who have worked in Germany. These individuals then applied their knowledge and expertise in Indonesia. CIM provides all the support return migrants need to return to their country of origin. This includes everything from finding the right job to building networks in Returnees' home countries. Apart from in the field of HR Development, the authors also identified policies related to bureaucratic reform sector which are implemented as Indonesia's obligation for good governance, and as Indonesia's commitment as a member of the Organization for Economic Cooperation and Development (OECD). One product from the same field, related to the transfer of academic administrative entrepreneurs program, which was adopted from the program originally from the World Bank (WB), which is running well in several of its member countries. Still related to the Government sector, it has been identified the E-Voting program which is adopted from the Government of India. The General Election Commission (KPU) sees that along with the times, there needs to be an update related to procedures for general elections. Even though it has not been implemented yet, the formulation has been planned by the KPU so that it can be implemented in future elections.

Two subsequent policy transfer products from the Art and culture sector, the researchers identified the Bandung Creative City Forum (BCCF), which was the adoption of a program conducted by The British Council. BCCF adopts the CCI (Cultural and Creative Industry) program that has been carried out by The British Council for a long time regarding the development of creative industries with local wisdom that can advance economic development, especially in the city of Bandung. In addition to BCCF, in the field of culture, (Irawanto, 2017) published the results of his analysis regarding the documentary filmmaking program conducted by the Ministry of Culture from Singapore and Malaysia which can be used as policy lessons for the Indonesian government regarding the preservation of cultural heritage through documentary filmmaking.

Furthermore, one transfer product related to the issue of immigrant asylum policies, Indonesia adopted an Incentivized Policy Transfer (IPT) policy. Indonesia seen that Australia has experienced in managing the large number of immigrants entering Australia. One thing that is interesting, in this case, the Australian Government offers incentives/budgets in implementing the program. Still related to human rights, Alta 2022 in his publication, analyzes the Strengthen Gender Mainstreaming (SGM) program which was successfully implemented in Indonesia, and was later adopted by the Government of Fiji.

Of the 31 publications identified by the author as implementing policy transfer or policy learning, there are several publications that analyzed the implementation of The ASEAN Smart Cities Network (ASCN) which is adopted by Indonesia in the field of urban planning, Taxes on sugar-sweetened beverages (SSBs) program (Mulcahy, 2022) adopted by Indonesia through WHO and the Prime Health Program adopted from JICA (Aslinda & Guntur, 2020) in the health sector, as well as learning policies related to the Covid Task Force adopted from WHO during the last pandemic. Then the author also identified policy learning in the field of Education related to multicultural-based education adopted from the United States (Ngalimun, et al), then in the maritime field, related to policy learning regarding the management of the Exclusive Economic Zone (EEZ) from the Norwegian government, as well as related policy learning Policy Brokers in the Indonesian Biodiesel Policy Network in the energy sector (Howlett et al., 2017).

Locus of Transfer

From the results of the structured analysis carried out in this study, it can be identified that not all transfer loci covered the national realm. In several existing transfer implementations, it was identified that the transfer locus only focused on certain cities in Indonesia. Such as Pontianak (Minkman et al., 2019), Semarang ((Jarvie et al., 2015), Lampung (Orleans Reed et al., 2013), Gunung Kidul (Irawan, 2021), Banjarmasin (Ngalimun et al., 2022), Surabaya (de Oliveira, 2013), Yogyakarta, and Bandung (Aritenang, 2015). In addition to several cities in Indonesia being loci for policy transfer/learning, 3 provinces are also loci for policy transfers, including Central Kalimantan (Larsen et al., 2012). Of the thirty one selected publications analyzed by the author, there are sixteen publications, where the policy transfer products are implemented in Indonesia, such as the Program Keluarga Harapan (PKH) (Larasati & Jannah, 2022), The CIM Returning Experts program (Arinda & Fathurrahman, n.d.), Bureaucratic Reform (Arwanto & Anggraini, 2020), Incentivized Policy Transfer (IPT) on asylum policy (Nethery & Gordyn, 2014), E-Voting (Tambunan., 2016), Academic Administrative Entrepreneurs (A. A. Wicaksono, 2018), Covid Task Force (Agustino, 2016), Management of EEZ (Asmara, 2019), policy brokers in the Indonesian biodiesel policy network (Howlett et al., 2017), Documentary Film Making Program related to

Culture (Irawanto, 2017), Program integration of visas and residence permits (Maulana, 2021), Taxes on sugar-sweetened beverages (SSBs) program (Mulcahy et al., 2022), The National Economic Recovery (NER), Reducing Emissions from Deforestation and Forest Degradation (REDD+) program, and the ASEAN Smart Cities Network (ASCN) (Tan, et al., 2021). An interesting finding from the research conducted is that there are 2 publications that analyze the transfer process originating from Indonesia and then being adopted by several countries. Among them are the Kecamatan Development Project (KDP) adopted by Afghanistan, and the Strengthen Gender Mainstreaming (SGM) Program adopted by Fiji.

Agent of Transfer

Evans and Davies explain that the nature/pattern of policy transfers is global, transnational, and international. All of these are the effects of globalization. The existence of the process of trans-nationalization and internationalization is the main issue. With regard to policy transfer agents/actors, at least eight main categories of transfer agents have been identified in the policy transfer literature, namely: politicians; bureaucrats; think tanks; knowledge institutes, academics, and other experts; pressure groups; global financial institutions; international organizations; and supranational institutions. From the analysis conducted, the role of international organizations, supranational institutions, and global financial institutions has an important role in the practice of transfer policies during the 2012-2022 period identified by the authors. World Bank and ADB and OECD (Arwanto & Anggraini, 2020), then the United Nations/United Nations (UN) through several organizations such as UNHCR and UN Special Session on Children (Nethery & Gordyn, 2014), IMO (Asmara, 2019), WHO (Mulcahy et al., 2022), UNFCCC UNICEF, UNFCCC is a policy agent who plays an important role in the transfer of existing policies in Indonesia. It is the same with supranational institutions such as ASEAN, the Asian Cities Climate Change Network (ACCRN), and the Global Resilience Network which also play a role as policy agents in adopting several transfer programs implemented in Indonesia (Orleans Reed et al., 2013). Bureaucrats, think tanks and knowledge institutions or academics are also identified as transfer agents who have a significant role in carrying out policy transfers in Indonesia. Starting from a national scale, such as local government (Aslinda & Guntur, 2020), Bureaucrats and think tank institutions on a national scale such as Bappenas (Sanders et al., 2020), Ministry of Administrative and Bureaucratic Reform (Arwanto & Anggraini, 2020), Ministry of Maritime Affairs and Fisheries, Ministry of Foreign Affairs, Ministry of Immigration, Ministry of Health, Ministry of Cooperatives and SMEs, Ministry of Forestry and KPU (Tambunan, 2022), Bandung Creative City Forum to bureaucrats and think tank institutions from abroad such as GIZ, The British Council, USAid, JICA, The Asian Cities Climate Change Resilience Network (ACCCRN), Indonesia-Australia Forest and Carbon Partnership (IAFCP) and The Election Commission of India (ECI). From the analysis conducted, there is one policy agent who is not included in the category intends, namely Returnees or alumni who are also policy agents in The CIM Returning Experts program conducted in Indonesia.

Form of Transfer

Policy transfer researchers, in general, divided the form of policy transfer into 3, namely: Voluntary transfer/voluntary transfer, Lesson drawing/free allocation or Transfer learning/policy learning or Negotiated transfer/negotiated transfer (these three concepts are used interchangeably) and Direct coercive transfer/direct forced transfer. The form of

transfer identified from the results of the analysis review conducted, the majority of the implementation of policy transfers carried out in Indonesia in the last ten years were voluntary transfers (Ngalimun et al., 2022). The author identifies a mixed form of Coercive and Voluntary transfer from the 100 Resilient Cities (100RC) and the Water as Leverage (WaL) programs and Negotiated transfers related to the incentivized policy transfer (IPT) program on asylum policy, Prime Health Program, Strengthen Gender mainstreaming (SGM) Program, the Dutch Delta Approach (DDA), Reducing Emissions from Deforestation and Forest Degradation (REDD+) program, Kalimantan Forests and Climate Partnership (KFCP) program, and NSP Program.

Transfer Process

(Evans, 2017) identified the policy transfer process into 4 parts, namely: Copying/replication, in which an organization or government adopts a policy/program/or institution without any modifications; emulation/competition, namely the process of transferring policies that are accepted by the recipient countries/organizations with the belief that the transfers made provide the best standards for the design of domestic policies, programs or institutions; Hybridization/hybridization is a transfer process that combines elements of the original program to then be developed and made further adjustments in the transferee country/organization in accordance with the benefits of the country/organization. From the literature review conducted on the implementation of policy transfers over the past 10 years, it can be identified that the transfer process that occurred in Indonesia was mostly a hybridization process (Ngalimun et al., 2022). The emulation process of implementing transfers in Indonesia in the above period was identified in seven publications researched by (Larasati & Jannah, 2022).

Conclusion

The systematic literature review conducted in this research has indicated that within the past ten years, the practice of implementing policy transfers has taken place in Indonesia. The government, both central and regional, has adopted policy transfers as a significant step to solve existing problems or problems quickly. The findings of the authors from 31 publications in the period 2012-2022 that have been reviewed reveal that research conducted regarding the adoption of policy transfers conducted in Indonesia can be identified, among others, the areas/areas in which policy transfers are implemented, research methods carried out, as well as analysis of policy transfers, which is integrated from several sub-topics that can be identified in more detail related to transfer products, transfer loci, policy actors, forms of transfers, and the transfer process carried out.

It is necessary to carry out further studies related to the implementation of policy transfers in Indonesia from other fields or areas, such as economics, education, and administrative sciences, to more specific environmental fields. It is hoped that from the results of this research, the enrichment of studies related to the implementation of policy transfers in Indonesia can increase and can contribute academically to subsequent researchers related to the policy transfer process at different scales and scopes.

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