

PROCEEDING CONFERENCE PROGRAMME

iconpo 2011

International Conference on Public Organization

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

Yogyakarta Indonesia, January 21-22, 2011

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

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



**PROCEEDING : INTERNATIONAL CONFERENCE ON PUBLIC
ORGANIZATION (ICONPO)
Challenge to Develop a New Public Organization Management in
Era of Democratization**

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

This proceeding is divided into 10 themes, those are:

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

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

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

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

Yogyakarta January 21st 2011

Head of Government Science
Dr. Suranto

Dean of Faculty of Social and Political Science
Dr. Nurmandi

PREFACE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Yogyakarta, January 21th, 2011

Editors:

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Conflicts in Environmental Policy-making in Korea: The case of Gyeyang Mountain Golf course

Su-jin, Yu*

Abstract

Now a day, Our society has a various political actors.

It means that citizen get the spread of participation and improve legitimacy in the government policy-making process. But along with this, Actors who have a different aim can raise more conflict between actors and delay the policy decision. Therefore, Analyzing conflict aspect between actors can realize mature democracy and provide implication to the social-consensus in the policy-making process.

In this research, Dealing with the case study about the Gyeyang Mt. golf course development plan (GGDP) which has shown sharp conflict aspect. I want to know "why didn't reach any agreement between actors in the GGDP case?", 'How will the actors conflict aspect from different belief system be affect to the Government policy-making process?' and 'What kind of conditions need to make social consensus in the GGDP case?'

Commonly, environmental conflicts in the policy-making have two different belief systems such as environmental conservation and environmental development. Base on this two different belief system, various stakeholders united as a policy actor. Coalition actors from two different values enforce a different strategy to policy-making.

Analyzing this case, I try to deduct some political implication about conflict management.

Key Words: Environmental conflict, Conflict management

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I. Introduction

In the late 1980s, Going through democratization, our society changed both of the political circumstance and civil society that various and positive actors participate. This change give an opportunity that citizen can take an active part in the organization which can carry one's point. It also means that citizen get the spread of participation and improve legitimacy in the government policy-making process. But along with this, Actors who have a different aim and desire can raise more conflict between actors and delay the policy decision that makes bad effect like high social cost. Especially, Environmental policy and issues are very important matter as sharply related with national competitiveness and quality of life, thus, increasing of environmental conflict arouse a great deal of loss and damage to the relevant resident, local society and (Doug Whan Sa,1997). For this reason, Analyzing conflict aspect between actors can realize mature democracy and provide implication to the conflict management in the policy-making process.

In this research, Dealing with the case study which have shown sharp conflict between the actors in the policy-making process of the environmental field. Therefore I choose a case about the Gyeyang Mt. golf course development plan (GGDP) which is situated in Gyeyanggu-Incheon and I analyze the conflict aspect between actors in the policy-making process. This research's method is case study which is used secondary data such as previous research, newspaper, media and formal notification document. There are lots of environmental conflict issues in Korea. But in this case, despite of the actors and the stakeholders have been sharply conflicted in a longtime, there was no social consensus or agreement in here. It is very problematic and also very interesting case. Thus I want to know 'why didn't reach any agreement between actors in the GGDP case?' and this is my research question. And I also try to deduct political implication from this research about 'How will the actors conflict aspect from different belief system be affect to the Government policy-making process?' and 'What kind of conditions need to make social consensus in the GGDP case?'.
1)

This research divided into five parts.

Next part, I will consider some theories of the causes of environmental conflict prevalent in the contemporary environmental policy literature about the type of environmental conflict and conflict management. And then I will show some review about the previous research and its limitations. Third part, based on theoretical consideration, I make my research framework. This framework can explain the process of environmental policy-making in GGDP case. Through this framework, In part four, I will analyze the GGDP case for figuring out conflict aspect between policy actors and how

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do the actors united each other base on the different values. And then I suggest some conditions for social consensus in this case.

II. Theoretical consideration

1. Environmental conflict

According to scholars, there is a diversity of definition about the conflict and the contexts of the conflict circumstance determine what kind of conflict definition need to use. Thus it is very hard to define conflict as a generalized theory (Boung-Wan Kim, 1999; Young-Pyoung Kim, 2002).

Kyung-Suk Chae (2008) suggests three materialization conditions of conflict.

First, Existence of main agent takes part in the conflict such as party, participant, and stakeholder. Second, Conflict become a situation which is stakeholders seeks incompatible aim. Third, if there is an interaction between the actors, conflict can be occurring.

For this a reason, generally, environmental conflict means that appearance of conflict between the various actors who surround allocation of scarce resources, so called 'Environment' (Young-Seong Yoo et al, 2006; Chul-Kyoo Kim, 2008). In other words, environmental conflict is the sociological research object from a view of interaction among relevant social actors who shared keen interest about environment.

Environmental issues have closed related with ideology of environmental development and environmental conservation.

1) Environmental development

There are various opinions among the scholars.

Environmental issues, Soon-Yawl Park (2007) insist that environmental development does not understand the seriousness of the environmental issues which dominated the industry that can be solved by the political system.

To development in order to implement, environment understands to resource for economic growth. And it means that environment development has been conducted without recognizing the destruction of the ecosystem under the guise of economic growth.

Young-Seong Yoo et al (2006) argued that environment development as well as anti-commuism has been dominating Korean society as a core ideology.

Yeong-Mi Park (1997) asserted that regional development in Korea has been carried out for 30 years as following economic growth paradigm. Also it has been mainly planned and implemented by central government. However, democratization and local self-governing system changed

development paradigm. This accounts that main agent and power to regional development shifted from central government to local government.

2) Environmental conservation

About environmental hazard on environmental development and construction of golf courses, Chong-Nam Ji et al (2006) argue when the construction of 18-hole golf course, at least 30 square meters of deforestation is inevitable. And Residents oppose to the development due to the environmental hazard such as the noise pollution during construction, unauthorized discharges, resulting from the use of chemical fertilizers and pesticides, surface water and groundwater contamination, and soil pollution, heavy rains flood of water on golf courses around.

The reason for this opposition is related with the sustainable development and new paradigm of environmental.

Young-Min Lee et al(2001) argue that in the 1990s, because main current environment discourse receives effect of 'sustainable development' entering, point that it gets into gains monetarily in local community for long-term that preserve nature of area was embossed greatly.

That is, it began to recognize bankable point that preserve area surrounding as public good of the country and justice discourse are combined with 'Sustainable development' discourse. Also Chong-Min Park et al (2005) expresses New environmental paradigm's point of view that environment should be recognized other ecospecies by being such as being, and must recognize by itself value not that use nature by a tool for human in the recent development and environment argument of preservation.

2. Characteristic of Environmental conflict

At the start background of the environmental conflict, it has two factors of conflict – Indirect factor and direct factor. First of all, Indirect factors such as politics, economics, social conditions and conversion of values across the various field in society become a fundamental background of environmental conflict. But in actual issues of environment, considering the specific conflict circumstance, which can be found five direct factors (Amour, 1991; Boung-Wan Kim, 1999).

First factor is the economic factor. Conflict types from the economic factor divide into shape of compensation for the loss and seeking benefit. For example of compensation for the loss, Amour (1991) suggests that NIMBY (Not in My Back Yard) is a legacy of the publicized experience of communities that have been victims of environmental issues. Meanwhile, PIMFY (Please in My Front Yard) is the case of seeking benefit.

Second factor is the political factor that lacks of rationality in policy-making process tend to reveal conflict in the environmental issues. The

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legacy of authoritarian attitude, the centralizing system and exclusive bureaucracy make a policy decision by top-down process. In this top-down process in policy-making, exclude groups which don't participate in policy-making process bring on distrust to government. It means that various stakeholders who are intimately related with policy-making conflict aspects arise more sharply and worsen caused by the political factor of environmental conflict.

Technical factor is the third one as direct factor influencing to the environmental conflict. Actors in the environmental issues share some kinds of public uneasiness. Public uneasiness about the application of science and technology has been compounded by a corresponding loss of trust in government regulators. Thus it is both important to development of advanced technology which can find a solution in environmental problem and the government capability to offer proper follow-up service after technology use. For instance, if government avoids responsibility for environment problem such as contamination by community development due to fact that government doesn't have enough technology to deal with contamination or have some technical fault, it can produce some issues about the conflict among the actors and a matter of the rack of reliability of government.

Fourth factor is the institutional factor that government doesn't have any institution to control of conflict management. Public administration's lack of ability to control the conflict can raise more conflict circumstance and doubt to the neutrality of administration.

Lastly, psychological factors means that is uneasiness about development work which can produce a large possibility of contamination and a capacity of damage to ecosystem. This uneasiness effect by working of the complex factors such as vague fear, prejudice, and difference of value about the development work. It can also make an environmental conflict such like NIMBY syndrome.

Along with this factors of the environmental conflict, Young-Mi Park (1997) argue that there are four contrasting features from perspective of a correlation between the community development and the environment conservation.

First, whereas the community development has visible outcome, the environment conservation has invisible feature. Second, the result of development continuously influence to the local society in the short-term, but environment policy influence to the overall society in the long-term. Third, the community development's range of the influence is limited a specific region, but the environmental issues can influence to the local regions and national matter. Finally, Most of the benefit from the development is apparently property of the private, but the environment

has strong characteristic of public property.

Environmental conflict generally represent as conflict between the environment conservation and the environment development. But at the same time, it has many dimensions of interests and internal conflicts. Also Inside of the coalition which members share the same value can have a crash with fairly heterogeneous interest. And strategically, policy actors want to reflect on their ideologies in policy-making process, hence they ally with other stakeholders under the each of their ideology (Young-Seong Yoo et al, 2006).

In this research, Policy actors also have a strategic coalition and alliance through their own value. The formation of such a coalition advocates from theory about the belief system which is in Jenkins-Smith and Sabatier's Advocacy coalition framework (ACF). About belief system, Ji-Ho Jang(2004) argue that belief system has been formed over a long period time and normative core value as a base of advocacy coalition does not easy to change. If it is needed to change the core belief, advocacy coalitions modify or delete the lower instrumental belief for protection of the core belief (Jenkins-Smith and Sabatier, 1994).

Advocacy coalition framework (ACF) also can explain the conflict between actors in policy-making as an analysis framework and it is efficient to explain a causal relationship in the political change. But this framework is not enough to analyze a specific conflict aspect among the actors. Therefore, in this research, I don't focus on the entire ACF, just use the term of the advocacy coalition base on the belief system from the ACF. According to this theoretical consideration about the environmental conflict, I focus on the aspect of value conflict in the environment policy-making.

3. Conflict management

Social conflict can be seen anywhere. Therefore it cannot be possible to totally abolish conflict at all. In this context, conflict management is needed to lessen the conflict and improve conflict to better way. The importance of research and management of conflict has been increased. It is because of the emergence and involution has a stake with entering policy into the actualization process. (Kriesberg, 2003; Hyun-Joo Chang, 2008).

The department of government does not only play as a rule of the member of government rather, it acts as an agent based on a variety of interest in civil society. Therefore, each agency keeps a positive relationship or carries out policy process based on the interdependent. It leads to the situation that a number of actors in civil society have a relationship which is conflict at the same time cooperative (Sang-Min Nam, 2005).

Environmental conflicts have been critically on the rise in Korea under the dominant ideology the development-oriented. However, there is relatively lower degree of struggle of government for solving the problems

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(Hae-Soo Kwon, 1997).

Methods and strategies of conflict management are different based on scholars; one of the scholars explains conflict management strategy regarding conflict agents (Hae-Un Yoo et al, 1997).

First of all, Self-management strategy is that conflict party who has a power manages conflict blocking discourse with counterpart, the specific strategies are unilateral power play, informing, postpone, avoidance, smoothing.

Secondly, Joint problem-solving strategy is that conflict parties try to solve the problem together by cooperation, specific strategies are confrontation, negotiation, bargaining.

Lastly, Third-party intervention strategy is that managing conflicts by interesting of the 3rd party, so it depends on the decision of the 3rd party.

This paper will analyze the strategy the actors, focusing on Self-management strategy, Joint problem-solving strategy, and Third-party intervention strategy by Hae-Un Yoo et al (1997)

4. Previous research

There are various studies about environmental conflict.

Soon-Yawl Park (2007) analyzes the social conflict about the Saemangeum development regarding conflict structure and the changes in discourse.

Doug Whan Sa (1997) conducts a survey to Environmental officer to make policy management device appropriate of environmental conflicts in era of popular vote. He analyzes the argument about conflict of central government, local government, and interaction of local residents with the case study of Youngsan River basin 4 Rivers project.

Se-Hoon Chang (2004) analyzes the process of Greenbelt (Restricted Development Zone) policy-making. This study approaches the Greenbelt policy from a perspective of political sociology and divides into three period bases on the Greenbelt policy change as government authority. Especially, He point out some fact that Central government changed its own position from Greenbelt-Conservation to Greenbelt-Releasing in latter 1990s, its broke power equilibrium among social force.

Hae-Soo Kwon (1997) analyze the environmental conflict among the actors who oppose building unpleasant facilities

Most of the cases analyze thing about facility location choice which cause NIMBY (Not in My Back Yard) and PIMBY (Play in My Back Yard) as environmental conflict. There are many case studies about that. But Conflict research about amusement facilities location such as golf course development is very lacking. Many researches are handling present condition about some golf course development for a moment for emphasize

the different case, and described a case among discussion about ecocide or environment development discussion.

Entering at recent times, golf course is situated over the local community and closely influence to the local society, culture and environment. But, effect by golf course construction in environment sacred ground compared with economic field due to ideology of development-oriented. Therefore, in this research, I will consider common argue about the environment conflict base on the theory of environment development and environment conservation to the GGDP case. To figure out a cause of conflicts, the big events in case and actors strategy in conflict aspect.

III. Research framework

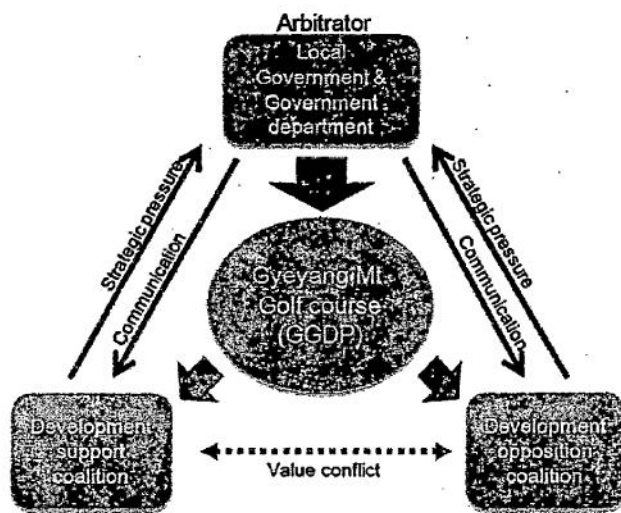


Figure.1. Environmental Policy-making process in Gyeyang Mt. Golf course Development Plan

This research framework shows the environmental policy-making process in this GGDP case.

There are three main agents as a conflict actor which is the coalition by belief system in the policy-making.

First main agent is the development support coalition under the value of environment conservation.

Second main agent is the Development opposition coalition under the value of environment development.

Last main agent is arbitrators. In this case, Arbitrators are the local government and the government department who can adjust the conflict

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These actors in the GGDP policy-making process in order to put forward their views as strategic to actively participate in the policy process. If coalitions with conflicting values are a strategic intervention to pressure the arbitrator who has an authority about the development plan, after than government shall reflect consideration about the strategies of coalitions in the policy-making. Then, the arbitrator determines some political proposition about the GGDP and notice to coalitions. This policy-making process makes some events in the conflict circumstance.

IV. Case analysis

1. Case outline of study: About GGDP

In the year 2006, the current conflicts among the actors in the case of GGDP started while Lotte Group attempts to create an ecological park and the golf course in Incheon-Si Gyeyang-gu Danam-dong including area which is located in northeast of Gyeyang Mountain Moksang-dong area of 74 square meters.

Actually, in 1998 and 2001, Lotte tried to build a golf course in the same area, but it was failed because of backlash from residents. However in 2006, Lotte Group did not give up the construction of the golf course and change the business employers 'Lotte Shopping' to 'Lotte construction' to try to build a golf course again.

'Lotte Construction' to promote the golf course(985,000;3) and the neighborhood park(797,000;3), during the entire site, the golf course(606,000;3) and the neighborhood park(200,000;3) of the lands are within the Green Belt(Limited Development District).

If this construction site was include in 'The development and management of restricted areas on the Special laws' by five years to establish a management plan, It means that construction site don't change the Green Belt off but It can be possible to change the form of land and permit construction of the golf course. It is virtually the same effect as a Greenbelt off.

This is the process that if Ministry of Construction and Transportation approve it, Lotte can start golf course construction.

August 23 in 2008, Incheon-si opens the City Planning Commission; the City Planning Committee passed the Green Belt management plan for construction of the Danam-dong golf course and neighborhood park which has been a controversial debate about the environmental degradation. This event is the most important matter in subsequent events.

The Site of a golf course is located partly on the grounds of the 17th Infantry Division(Militarytroops). Since March in 2006, According to deregulation of military area, if the 17th Infantry division consent to

development plan, development can easily be done.

Until September 2009, Moksang-dong area of the golf course planned for the site was a military facility protection zone. Therefore, for the reason of safety in the shooting range and reason of security training conditions, the 17th Infantry was refused twice about the construction of golf course. But beginning in September 2009 Lotte reduced by adjusting three-holes in development plan. After that the 17th Infantry change the position about the development from refusal to conditional approval by reason of three-holes reduction secure the range of safe distance.

September 24, 2009 Incheon-si open the City Planning Commission consider request by Lotte about the development of Gyeyang-gu Danam-dong public golf courses within a restricted area management plan for the urban planning decisions and they approve Lotte's development plan.

Accordingly, Lotte invest 110 billion won over the land of 717,000;3for construction of 12-hole golf course.

In this case, the period can be divided into three stages as follows: Seasonal patterns of conflict.

The First stage goes back about 35 years ago.

In the year of 1974, The Lotte Gyeok-ho Shin as a private group chairman was purchased in land of Danam-dong. At this time, Including a Green Belt area was buying the notion of investment. Thus a wide range of land in Danam-dong purchased as private property. However this time, unlike the current situation, most of the Danam-dong area wasn't possible to develop it. Besides, it is a land which has the only privately owned, so there is no conflict in this stage.

The Second stage trace back to the year 1998, Lotte failed attempts to build the first golf course. In this time Lotte tried to build the golf course but it was failed because of the opposition from the residents. Also in 2001, Lotte tried to build the golf course again, but in this time it was failed due to regulations of density of growing stock. This time, Environmental NGO's participation or the involvement of NGO groups as number of groups associated with community-based were not significantly conflict each other. However the stronger conflict occurred with the residents are not associated with some coalition and live in the surrounding area in Gyeyang Mountain.

The peak was the third stage, from June 2006 to November 2011; Lotte submitted their blue print about constructing 27-hole golf course in Gyeyang-gu Danam-dong including the Gyeyang Mt. These sequential incidents around construction of golf course strengthened the solidarity of supporters and opponents of development, internalize and amplified the conflicts of political actors.

This study tries to observe the third stage from 2006, the period that conflicts of actors are prevailed and amplified. At this time, as various

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Incheon local NGOs and environmental NGOs and enterprise Lotte participates, the severe conflicts between pros and cons to development.

The Table below shows dates about the golf course construction primarily based upon progress from Gyeyang-gu office, and omitted or additional data modified from newspaper.

Date	Outline of the case
2006.6	Limited Development District Management Plan making application (Lotte development plan 1 st acceptance).
2006.12	Han River Basin Environmental office refusal notification.
2006.12	Lotte development reduction plan reapplication.
2007.2	Han River Basin Environmental office refusal notification again.
2007.2	Lotte development plan 3 rd acceptance.
2007.6.25	Han River Basin Environmental office <u>conditional approval</u> (18-hole golf course).
2007.8.23	Incheon city (local government)'s City Planning Committee deliberation (a secondary, The plan passed as drafted-deliberation pass).
2008.4.17	Central City Planning Committee the final deliberation (<u>conditional approval</u>).
2008.5.6	2011 The metropolitan Limited Development District Management Plan (alteration) approval notification.
2008.6.9	Danam-dong golf course (Gyeyang Mt. golf course) resident proposal acceptance.
2008.7.4	Open the conference about Golf course drafting proposition.
2008.7.8	Submission request for measure plan about the examined opinion of the relevant government departments.
2008.8.22	Drafting documents submission request as submission of measure plan.
2008.10.17	City management plan (athletic facility: Golf course) display notification.
2008.11.4~12.11	Consultation with Military troops (The 17 th Infantry division).
2009.2	Lotte submit an original draft as Pre-Environmental Review document.
2009.5.8	Han River Basin Environmental office sends a reply consultation opinion (<u>conditional approval</u>).

Table.1. Case outline of the GGDP

Administrator Gyeyanggu in 2006.07~2010.06 and now a days, a chairman of budget committee on accounts in Incheon city committee's and Incheon construction committee. And Sang-su An, who is also a representative of GGDP and ex-mayor.

Incheon-si and Gyeyang-gu hasn't noticed the public opinion about the GGDP, but Sang-su An who is the ex-mayor and Ik-Jin Lee who is the ex-administrator can refer to that approval situation for golf course through speaking of being in office, indeed they express local government's point of view. Approval activity by local government such like Incheo-si and Gyeyang-gu relationship political factor about this Lotte's development propulsion and development did to have confidence which it aids in local community that build golf course to citizens in area. Such a trust about the local government acted for psychological factor which cause value conflicts with groups which is opposed to development along with ardent wish about inhabitants' area development.

Specially, Lotte which agree development and is subject that progress development propelled golf course at 1998 and 2001 but failed in construction continuously for reason that opposition of local residents and development propulsion area are Greenbelt. As a result, 2006 golf course construction as a project of the Lotte's old grudge ,in this time they have been laid a deep sense of real development. This acts for psychological factor in conflict aspect of GGDP case.

Thus, the series events by economical, psychological, political factors play of development support coalitions did to amplify more conflict.

The important cause of golf course construction failure of Lotte at last 2000 is due to high forest tree degree as Forest Law when Lotte requested Greenbelt administration plan alteration for golf course construction, development request canceled without receiving construction authorization. By such truth, in 2006, the development opposition coalition has suspicious that Lotte did change the nature of golf course site illegally to make forest tree degree low for receive construction authorization. Lotte answered about that suspicion, they didn't want to destroy a land of Moksang-dong nearby Gyeyang Mt. and it was just a mistake of some person who investigates of standing tree storing accumulation. This suspicion of illegal nature alteration produce strong criticism between local community and inhabitants and It became opportunity that do to form criticism public opinion for development.

This after October, 2009, as Lotte passes city management plan decision about the public golf course in Gyeyang-gu Danam-dong Greenbelt in Incheon City-Planning Committee,

That time, manufacturing controversy about forest tree storing accumulation province that affect biggest passage was brought by

development opposition coalition. That time, manufacturing controversy about forest tree storing accumulation report that affect biggest passage was brought by development opposition coalition.

About this Lotte insist that the forest tree storing accumulation report is not something wrong and refused development opposition coalition and specialists' suggestion of fact-finding mission that propose joint research about this. As Lotte refuses conflict solution request through the third actors' intervention, psychological uneasiness about golf course construction of civic society's tension increased. Furthermore, regarding this event, Lotte standing tree storing accumulation accuse legal through injury to civic group adulterers who institute falsehood manufacturing suspicion in 2009.10.34, and instituted 300 million won damage claim for compensation litigations against 11 people of Citizens committee cooperation representative and 3 people etc. of Inchon Green Korea United cooperation representative in 2009.10.30.

Lotte's action which refuses fact-finding amplified more conflict between pros and cons actors and their legal action did not solve suspicion of Inchon area overall civic society about forest tree storing accumulation report.

However, policy chief of Inchon-si and Gyeyang-gu is changed as persons who oppose golf course development by Lotte from 2010.6.2 which is in Local election. Thus about GGDP, is situation that braking takes again. Support the development of civil society organizations on the changing circumstances of the election, GGDP emphasizing that the project received a verified based on the legal procedures and the congregation held a press conference for GGDP execution request.

In this GGDP case, Development support coalitions use strategy that state opinion through Self-management strategy and exclude the 3rd party's intervention.

Organizations which agree development are groups which have capital and force in most local community, and also before local election, Local government such as Inchon-si and Gyeyang-gu's development approval expression until decide golf course construction acted by strategy that raise public opinion that it is rightful to propel development for profit of local community. But, when analyze document connected with GGDP and public speech data actually, development support coalition's activity is less than development opposition coalition's activity, and the opinion expression strategy for conflict management does not appear visually.

2) Development opposition coalition

'Development opposition coalition' that oppose Lotte's Gyeyang Mt. golf course development is the NGO organizations which do based on area

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that live in Gyeyang Mt. surrounding to site of life and national environmental NGOs. These think together that golf course construction site surrounded by Gyeyang Mt must preserve. They are united by this idea.

Main civic group which is become known to public that oppose in development does 'Gyeyang Mt. golf course arrest and citizens natural park propulsion Incheon people committee', 'Incheon environment exercise union', 'The Incheon Green Korea United', 'Golf course impediment national citizens cooperation countermeasure committee' and so on... Among of these, the most active actor of opposition GGDP is 'Gyeyang Mt. golf course arrest and citizens natural park propulsion Incheon people committee' consisted of Incheon area 65 civic groups (Seoul daily, 2006.8.23).

Awareness of the ecological importance about Gyeyang Mt. acts for the biggest psychological factor which their most important value and Development opposition coalition and Development support coalition cause value conflict and comprehension conflict. In case of the ecological importance about Gyeyang Mt., there are many small scale of nature swamp on the Gyeyang Mt. south slope which is hard to find in downtown. And also, animals and plants are distributed on high conservation value such as a firefly, a salamander, an uticularia, an utricularia racemosa wall etc (Gyung-In Daily, 2008.12.16). Like this special characteristic of Gyeyang Mt. is based on the foundation of opposition argues that residents who are the opposition to GGDP and the group members in civic groups.

Development opposition coalition used strategy that appeal in area peoples' emotion through the three work and one bow, the third progressed hunger strike, the progressed one person protest, coming assembly to inform the ecological importance of Gyeyang Mt. to residents to do an accomplish own charge in policy-making.

In the case of Development opposition coalition, they are reflecting own opinions through Self-management strategy in policy process. This shows that is different with Development support coalition's strategies which use Third-party intervention strategy. Because under the Development support coalition, Local government which can control policy that have right to decide shows situation of approval. Thus Development support coalition does not reveal own suggestion strongly in policy process.

However, case of Development opposition coalition, most of the opposition groups to GGDP are based on local residents, therefore they suggest that construction process that Development support coalition seeks wrong construction and process. It can justify Development opposition coalition's own insistence of the exhibition golf course construction more greatly at policy process.

Each actor wants to reflect their own opinions through a series of event

in policy process. For this reason, in this GGDP case, Development opposition coalition is trying to stop the construction of golf course in Development support coalition that raised suspicions in the process of constantly trying to promote the construction. By instituting suspicion, they extend own influence and reconsider justice of their own insistence as a strategy.

The biggest event is two to progress development among the suspicions which instituted by Development opposition coalition.

First is the suspicion of illegal nature alteration in 2006, and the second suspicion is manufacturing controversy about forest tree storing accumulation report.

In year of 2006, the suspicion of illegal nature alteration smoothing by Lotte without going to court litigation, and the case of manufacturing controversy about forest tree storing accumulation report in 2009 was event that make very sharp conflict between actors because construction permission is canceled in case of substantial falsehood manufacturing is detected to problem.

For fact-finding about Lotte's manufacturing controversy about forest tree storing accumulation report, requested in Lotte through professional institution which have public trust that Incheon citizen committee and Incheon area member of the National Assembly and political party official, Political party combination want an on-the spot survey together, but Lotte refused.

By Lotte's refusal, manufacturing suspicion amplified more in Incheon area. But after this event to come in Local election on June 2, 2010, the most of candidates' public promise which come out opposed Incheon's golf course development. After Local election, the mayor of Incheon-si was elected Young-gil Song who strongly asserts golf course construction nullity in the Democratic Party and the administrator of Gyeyang-gu was elected Hyung-woo Park who opposes the golf course development. Development opposition coalition think that it's a victory of the residents oppose opinion to GGDP. Now a day, GGDP is discontinuance state. But if there is no change about the land law, GGDP can start again. Therefore each actor is still keeping conflict state.

In this case, Development opposition coalition's reverse activity expressed a strong opinion through speech, and is more visible strategy than Development support coalition and activity appears. Specially, Development opposition coalition asserts importance of Gyeyang Mt.'s ecosystem through specialists that have public trust by Third-party intervention strategy. And they also alliance with national environmental NGO not just alliance with community based NGO. Through all like this, they want to lead the social consensus in the case of GGDP from conflict management.

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3) Government institutions as an arbitrator

In GGDP case is making supportive coalitions with pros and cons belief systems for the development of golf course.

The conflict appearance and main events of the pros and cons coalition continuously pressed local government Incheon-si and Gyeonggi-do office which has the power to act policy under the political sub-system, as well as government department The 17th Infantry division and Han River basin Environmental office. It should have been coordinated and adjusted by Incheon-si, Gyeonggi-do office, The 17th Infantry division and Han River basin environmental office. In fact, however, the administrative agency did not perform the role as a coordinator or adjuster in this case. In the case of Gyeonggi-do office, ex-administrator of the office Ik-Jin Lee is the representative of development who has elected by pledging to develop the region and he, in fact, fully supported the development of Lotte golf course. Critical public opinion has been spread among many local residents and NGOs who are opposed to the director's opinion, and there was also one-person-demonstration to express blame about the director's agreement.

By expressing opinion of a politician who is supposed to maintain neutral as an arbitrator, the overall atmosphere has turned into the pros side and it, as a result, empowered the pros side and Lotte. The reason for this is that the Local government chief wanted to make visible, short-term and obvious outcome which he can show people during his tenure. This means that he is more interested in the Development profits than any other benefits which may come out from developing Lotte golf course.

Government department the 17th Infantry division and Han River basin environmental office are now agreed to the development of golf course by a conditional agreement.

Han River basin environmental office, however, opined 'refusal' after consideration of the environmental effects which may be caused by a plan of constructing 27-hole golf course which Lotte submitted in June 2006. This is a reflection of the strong anti opinions on building the golf course and the concerns about actual environmental problems. Again, in February 2007, Lotte submitted another business plan which they reduced the course size from 27-holes to 18-holes, however the office replied "The environmental office said, in the 2nd review comments "There are lots of damaged land in the planned area and the business plan has some reduction, but Gyeonggi Mt. is more important to be protected and preserved than developed, because the mountain is an important place which is located in the center of the only green area in Incheon and, also, it is situated in the Han River basin (NaeilNew,2007.6.27)." with their immovable opinion.

It means that the development plan has fewer problems than the first one, but the office made a decision which strongly reflected the public

opinion and the logic of environmental conservation. At that time, however, Incheon-si and Gyeyang-gu seemed like they lost their role as an arbitrator.

The arbitrator, who is supposed to resolve conflicts between the pro side and cons side, rather expressed shameful about the Lotte's business plan fail. Finally, Han River basin environmental office agreed to the 3rd business plan Lotte summated in June 2007 with some conditions. The condition was 3 terms, including that they should preserve the region or exclude the land from business area when the region has more than 7th level of Green area nature. This is the conclusion that is accomplished through taking lots of opinions and showing Lotte's persistent will for the construction.

This conditional agreement is estimated as that the environmental office surrendered to the pressure of Lotte, supportive alliances and Incheon-si who could not resolve conflicts as an arbitrator.

The 17th division is also disagreed being aware of the anti-opinions, but they eventually agreed the development plan by mitigating land use of military facilities after Han River basin environmental office agreed on the green belt land use plan. We can see that Han River basin environmental office and the 17th division, at least, did their small role as arbitrators by showing that they tried to reflect the different opinions between supportive alliance sand anti-public opinions through Joint problem-solving strategy. However, political organs like Incheon-si, which actually has the rights to act the plan for Gyeyang Mt. golf course, created and amplified conflicts by acting like Self-management strategy and actively taking the opinions of supportive alliances.

V. Conclusion

Pluralism of society makes the different desire from citizen, the participation for realize individual's purpose to civil society tendency is gradually increased. These patterns of participation appear to the civic groups which pursue common values such as same interest, normative perspective, and beliefs. Specially, the stakeholders participated in the social issues contacts with the public speeches; most of the issues have an active civic group as a policy actor.

Increase of citizens participation in policy-making process, It provide positive actions to the policy such like credibility, transparency, and legitimacy. But increase of stakeholders take part in the policy-making, cause of that different values, contexts of society, economic factor etc. , from the many reasons in the policy- making process. This tendency of participation produces conflict between the actors.

These conflict circumstances make benefit that can produce rational

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and democratic policy-making process which accept the opinions from various actors and reflect the policy by government as an arbitrator. But on the other hands, conflicts delay in a long-term raise the high social cost and more complicate to solve the conflict aspects.

In this side, the solution of social conflict is very important to realize the mature democracy through the participation of the variety actors and it makes a matter of social integration.

Therefore in this study, Analyze conflict case that increase excessively through citizens' participation taking in modern democracy period, divide aspect of conflict which appear in example to other conflict subject in belief system and analyze conflict management according to coalitions.

In this case of Incheon-si Gyeyang-gu danam-dong's golf course construction within a land of Gyeyang Mt., It has been a long-term of conflict and shows very sharp conflict aspect, but there is no social consensus in here. I analyze the Gyeyang Mt. Golf course Development Plan (GGDP).

There are various stakeholder in this case as an actors like Lotte, Local government, Government department, Tens area based NGO and environmental NGO. And also GGDP case, this is the case which has delayed long term, there is not enough public speech and lacking of data.

Gyeyang Mt. golf course construction gradually proceeds gone since about 30 years ago long and since about 10 years ago shortly. And through the approval of Incheon-si in September.2009 permit the development plan. But after the propulsion of golf course, there are series of civic activity and NGO organizations activity to protest the construction of golf course.

This conflict aspect, in spite of, continuously proceeds and intensified its development decided by government as an arbitrator About this special conflict aspect, analyze divided from main actors is like as follow.

First, in this study, Development support coalition who is the main actors to approve the development of golf courses. Basically, they believe that the development of golf course make a tremendous economical effects to the local community. And they have a three conflict factors – economical, political, and psychological factor. Economical factor is the expectation of local society's wish such as land price rise, employment effects creation etc... and Political factor means about the aspiration of the officer of local government who want to make something visible achievement during in his office. Lastly, the psychological factor is citizen's expectation of the economic growth and trust to officer.

This coalition's conflict management strategy is the Self-management strategy.

Second, Development opposition coalition that opposes the GGDP is based on areas which live in Gyeyang Mt. construction site. Their most important value is the ecological importance about Gyeyang Mt. and this

value is the biggest psychological factor in this coalition. They use a strategy like Third-party intervention strategy. Their strategy distinguished from the development support coalition.

Third one is the government institutions as an arbitrator such like the 17th infantry division and Han River basin Environmental office. Actually, Incheon-si and Gyeyang-gu have to be an arbitrator in the conflict situation, but they aren't. And the 17th infantry division and Han River basin Environmental office fail to adjust conflict aspect as an arbitrator due to conditional approval to the construction of golf course.

After analyze, this research's policy implication is like this.

First, Local government and Government department have no power to adjust and control the conflict aspect. Especially, the local government shows to ally with Lotte and other coalition of development approval. It makes the government not as a controller of the society, but as an interest actor in the society. Because of government institutions lost their neutrality, inhabitants' doesn't credibility of government. Thus government has some strategy to dealing with conflict aspect in the society.

Second, In the process of policy-making, government shares some information about the case to the many stakeholders. I find the information about the GGDP case for study, but I can't find enough data to understand the case. If the Government make public information to policy actors, it will make efficient management to the conflict and easy to agreement a social consensus.

Third, it is really need to talk about the policy as a public spheres. In this case, there is fewer public healing. If there is no talk about the policy, there is no social consensus too.

Fourth, Local government and the central government need to focus about the economical utilities and ecological utilities. There are lots of different in conflict situation. Especially, the utility of the value is strongly different. After communicate with actors, government has to manage conflict circumstance through appropriate evaluation to utility.

Finally, about suspicions that can be raise in the conflict circumstance, government needs to solve the suspicion about the problems. It can make the conflict situation more relief and can produce a consensus between actors.

In this study, most important things in conflict are action by government who has a power or authorities. And after the case study, I can deduct five conditions for social consensus as a policy implication.

It is very meaningful study cause of the first study about the GGDP case. And through analyze the case, I can find out some factors and strategy each coalition actors. Then suggest five implications.

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This study has lots of limitation.

First, I can't use enough data about the case. Most of the data resource comes from the Newspaper and World Wide Web. Thus, in the further study, I have to gathering data something more reliable and interview to the residents in Gyeyang-gu.

Second, my analyze does not an elaborate work. I have to revise my writing.

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