

PROCEEDING CONFERENCE PROGRAMME

iconpo 2011

International Conference on Public Organization

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

Yogyakarta Indonesia, January 21-22, 2011

ICONPO 2011 is Organized By

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

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



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This proceeding is a collaborative work done between Faculty of Social and Political Science of Universitas Muhammadiyah Yogyakarta, supported by Korea University, Thammasat University Thailand, and Universitas Ngurah Rai Denpasar. We dedicate this proceeding as an academic collaboration momentum of an International Conference on Public Organization "Challenge to Develop a New Public Organization Management in The Era of Democratization" which had held by Department of Governmental Studies Faculty of Social and Political Science of Universitas Muhammadiyah Yogyakarta, on January 21st – 22nd, 2011, in Yogyakarta, Indonesia.

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. Fourthly, 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 Bonifacius 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 *preambule*, 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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Eko Priyo Purnomo, SIP, M.Res.
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I. Introduction: different economies, different impacts

There is no region that is free from disaster. Developing countries are just like the developed ones in which disaster can threaten the daily life. However, what makes different between the developing countries and the developed ones deals with the impacts and the ability of the government to respond to. The developed countries that are generally better in infrastructure and have well-developed political structure than the developing and the least developed ones that they are generally better in coping with the disaster impacts.

Eventhough they are still unable to perfectly avoid the physical and social impacts of disasters, they are usually successful to minimize the number of victims and level of damage. On the other hand, the developing and least developed countries usually have limitation in infrastructure for rescuing as well as resources for recovery that the impacts can be much worse with higher number of victims. Handmer and Dovers (2007, p. 5) illustrate this difference using the average number of death per disaster.

Table 1. Average death per disaster 1991-2001

Countries	Average death per disaster
Highly developed countries (HDCs)	22.5
Countries with a medium level of development (MDCs)	145
Least developed countries (LDCs)	1052

Source: IFRC, 2001 – from the IFRC database of 2557 disasters from 1991 to 2000

From the table it can be seen that the disaster impacts in the developing countries can be five folds worse than those in the developed countries. The least developed one can even bears the disaster impacts ten folds worse than those in the developing ones, and fifty folds worse than those in the developed ones. Assuming that other things remain equal, this data tells us that the difference in number of victims and level of damage in a disaster can reflect the difference in ability in the government institution to cope with the calamities. To illuminate this point, Handmer and Dovers (2007, p. 5) try to give another illustration using data on disaster impact to the decrease of GDP, or in simple words how disaster impacts the loss of money in average among the countries.

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Table 2. Some well-known examples of disaster impact on GDP loss

Countries	GDP loss
Hurricane Mitch (Honduras), 1998	75 per cent of GDP
Earthquake in Turkey, 1999	7 to 9 per cent of GDP
Hurricane Andrew (US), 1992	<1 per cent of GDP

From the table it can be inferred that the poor countries bear more considerable impacts of disaster on their economies and national development progress than those in the rich ones. Consequently, poor countries are possibly much slower to recover and to remedy their economic life. Therefore, as Handmer and Dovers, although disaster can be an important issue for every country, this can be much more vital for the poor ones.

Although Handmer and Dovers explain only part of the variation in disaster impact, this can be a good start to think of the interrelation between institutional structure/arrangement and its possible impacts on disaster response. Victims and level of damage are in fact no more about "the God's says" (destiny), it is rather about human's ability to prepare, mitigate and remedy which is about management and governing process. Handmer and Dovers let us to think why is it so different between the developed countries and the less ones in dealing with disaster. Despite of some other explanations, this highlights the point that institution matters. Institution can be the bureaucracy (and its mindset, tradition of performance, hierarchical structure, and so forth), regulations, resources, networks, and financial arrangement. In other world, disaster would be always unavoidable, but it is the institution that plays important roles in tackling its impacts. Therefore, it is important to think of institution set up that is ready to deal with disaster. This paper tries to discuss the institutional set up in responding to disaster situation, using experience from various regions and countries.

II. Developing countries, disaster, and traditional bureaucracy

Dealing with disaster, it is clear that institution preparedness matters. The problem is, public organization often has difficulty to leave its status quo. Traditional culture of bureaucracy usually becomes a common and basic problem of public organization especially in the developing governments even when they are in emergency situation as in post the disaster attack.

Broadly speaking, developing countries face general problems in their

public organization. This is of course not always the case since the governments in some developed countries also face the similar criticism (Richman, 2005). However, it seems that it is more common in developing countries if their public organizations are identical with rampant, having big number of personals in bureaucracy, inefficient, bottle necked, and red-tape in their nature. Some people identify this as traditional mindset of bureaucracy, mainly referred simply as hierarchical, slow, and surreptitious. In consequence, bureaucracy is seen as the constraining factors rather than as solving the problems.

Ironically, the traditional characteristics of bureaucracy as such do not automatically switch off and squeeze into the more-ready one once disaster threatens the community's life. Richman (2005) exemplifies the case of Katrina in which people generally view the government's performance was not as quick and properly as Wal-Mart's. The government and politicians are seen as rather slow, not responsive, and not always available once the people need them. Meanwhile, Wal-Mart was always ready providing any goods the people needed including generator and other daily needs. Wal-Mart was seen as to be more ready taking an action and preparing emergency situation.

Lessons from Padang earthquake 2009 (West Sumatra, Indonesia) is as just the similar as Katrina case. In the interviews conducted during June-September 2010, people admit that the financial aid for reconstruction promised by the government is distributed very slowly. Some people even seem to be pessimistic finding the fact that there are still many people, victims of 2007 earthquake, that have to still wait for the aid distribution. Indirectly, in people's perspective, the victims of 2009 earthquake have to wait longer for the aid as well.

Dealing with this, when being asked their opinion towards this problems, respondents view that this is as an effect of the rampant procedures in bureaucracy, not because of the lack of money. They argue that as usual, everything related to government, especially those related to money (aid) distribution, would take long time and complex procedures to proceed. Dealing with rescuing, respondents also argue that if only the government were quick in action, there must be less number of the killed victims than the number that is now announced. Some respondents tell a story that many people were still able to survive until 2-3 days after the disaster. However, late response had caused them to be left dying without significant helps. Many people were really sorry towards this.

Regarding with this, some people try to analyse the causing factors. Henderson (2004) argue that in dealing with the disaster, it seems that the governments in developing nations face the internal and external problems. The internal problems deal with bureaucracy in which usually having characteristics of underfinanced, poorly trained, and inappropriately

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organized (Henderson, 2004, p. 104). On the other hand, the external problems relate to the unusually high number of population, combined with severe poverty, poor healthcare, illiteracy, and poor housing. In addition, government in developing nations usually also face the problems of hyperurbanization, overbuilding of the cities, aging, and inferior physical infrastructure. These problems become worse for the fact that governments in developing nations usually have weak coordination and cooperation within the internal government institution, as well as with non-government agencies.

However, as Kirschenbaum (2004, p. 70) asserts, it is unavoidable if in fact the questions about effectiveness in disaster management seems to be automatically and solely objected to public agencies. Public agencies represented by bureaucracy are the ones that bear formal authority and as well as responsibility for public business in any situation, during normal or emergency situation. Dealing with this, Pinkowski (2008, pp. 61-6) strengthening Kirschenbaum asserts that the country's leaders (president, governor, and mayor) are the symbolic leader of the disaster policy that are fully in charge during the times of crisis. Consequently, any success and failure of disaster policy and management are put in their shoulder.

In addition, people's perception on bureaucratic performance in emergency situation use to mirror on their everyday's experience. As Henderson (2004, p. 105) argues, the adequacy of routine management is immediately reflected in the quality of emergency management. If in everyday's life they use to deal with complex and slow pace of bureaucratic performance, they might easily feel doubtful of the responsive helps of the bureaucracy apparatus. Conflicting goals and organizational behaviour that hinder the public agencies to optimally fulfill their goals are seen as inherent in bureaucratic organizational structure (Kirschenbaum, 2004, p. 105). As bureaucracy performs slowly amidst the chaos, bureaucracy easily becomes the subject of public criticism.

Public criticism becomes greater since, as Kirschenbaum (p. 106) asserts, people find the government has increased the number of, and maybe the budget for, disaster management agency. However, the increase of those agencies in fact does not decrease the number of severity of disaster. They do not seem to perform properly once the disaster attacks due to lack of skills, resources, and ability to coordinate. The increase number of disaster agencies is rather seen as merely wasting the government's budget .

III. Moving from business as usual to acting as in a crisis

Despite of the rampant criticisms towards the government's performance in disaster management, there are some people that try to

pose some counter arguments. Richman (2005) for example asserts that comparing the government's performance with Wal-Mart as is found in the US' experience is kind of a misleading. As Richman, the bureaucratic nature which is seen as traditional in government institution can be said as normal. Richman argues that bureaucracy is not a for-profit institution that it cannot be run like a business/company. Bureaucracy is unseparated from (long) procedural characteristics albeit its power to coerce. It is inherent as well in bureaucratic institution to slowly respond the citizen's requests in disaster circumstances despite of having the bureaucratic authority to collect the tax.

As Richman (p. 5), business depends on customer's satisfaction to survive. Efficient performance of business sector is a result of the combination between consumer sovereignty, free competition, and the price system. On the other hand, bureaucracy depends on the coerced taxpayers to pay the service regardless they use it or not. Power of bureaucracy lets them to coerce with no need for competition. They will survive and keep sustained regardless the citizen satisfaction. Therefore, rather than following profit-or-loss consideration, they instead follow pages of regulations and procedures.

Seems to confirming Richman's argument, experience in some developing nations tell as the same. Although bureaucratic reform has been a central issue, it does not considerably change the bureaucratic behaviours. Bureaucracy remains in its status quo and difficult to move from its comfort zone despite of mountainous criticism addressed to them. In Kazakhstan, Janenova exemplifies, the introduction of NPM into bureaucratic institution through one stop service (OSS) changes only limited degree of bureaucratic nature. Kazakhstani administration remains stressing its hierarchical structure and direct monopoly control over activities of public organizations and service provision.

Portuguese experience is similar (de Araújo, 2000, pp. 1-14). The Citizen Shop (CS) introduced to reform the service provision is seen to be unable to transform the traditional bureaucratic practices (p. 12). The Citizen Shop is regarded to fail meeting the needs of the citizen for it is much more political—to merely satisfy the bureaucrats' wants—rather than to satisfy people's want (p. 12). The Citizen Shop is run not based on NPM principles although it is basically aimed to duplicate NPM values (p. 11). There are no contractual relationships or clear target definitions, or even concerns about efficiency that it is doubted if it is oriented for the citizen (p. 11). Therefore, although the new concept is costly, there is no clear impact on citizen satisfaction (p. 11).

Indonesia is likewise. Decentralisation which becomes the central issue in governing process since the *reformasi* 1998 has not considerably changed the manners of bureaucracy. Von Luebke's finding (2009) asserts that citizen still face difficulty to access to quick services from public organizations like in

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terms of registering national identity cards, business permission, land certificate, and so forth. If innovation is found in some local governments, like in Surakarta, Solok, and Jemberana, it mostly depends on a figure (leader) and not as a result of systemic breakthroughs. Although decentralisation has brought wider space to engineer policy designs, some local governments are even still trapped in hierarchical mindset, feel scary to do and try something new—in the name of obeying the central government—and keep staying at the orthodox value that citizen is as an object of regulation that has to obey the procedures, not as a customer that has to be served and treated well.

The above-mentioned examples seem to confirm Richman's claims that it is bureaucratic natures to be hierarchical, red-taped, bottled-neck, procedure-focused, rampant regulations. Therefore, bureaucratic reform and decentralisation that become a central issue in most countries seem to be natural if they do not result in considerable change in bureaucracy's manners. Such the bureaucratic nature seems to be seen as normal as well in the context of disaster situation, simply because it is bureaucracy, not a business.

However, problems in society are dynamic. The governments with their respective bureaucracy in any nation face different circumstances in different time and space. The situation changes over time, the issue is not single, and the societal problems are not regular, linear, and predictable in their natures. Such the circumstances indeed need a dynamic bureaucracy as well to deal with. If bureaucracy retains its usual traditional characteristics which with thinking linearly, acting procedurally, and serving regularly, it can be easily trapped into dysfunction. Its power would be meaningless. Its coercing authority would have no objective. Finally, its huge regulations and rampant procedures would mean having no reason to exist.

Disaster is one of the crucial issue the bureaucracy has to think through. Henderson (2004, p. 105) asserts that disaster specific nature which is like a surprise since it is often unpredictable, random, and lack clear structure and patterns challenges the routine and normal manners of bureaucracy. In Henderson's perspective (p. 105), since such the routine and normal manners of bureaucracy assume that everything is stabil. These manners however hinders the public organizations from behaving as in a crisis, therefore it often results in policy failure. The clear impact of this failure is an increase in vulnerability, as Pinkowski (2008, p. 27) argues. This increase in vulnerability, as Pinkowski, can be clearly seen from the number of the killed people and the loss of property. Facing the emergency situation, there is therefore a strong need for public organizations to switch their mindset into crisis situation and act as in a crisis.

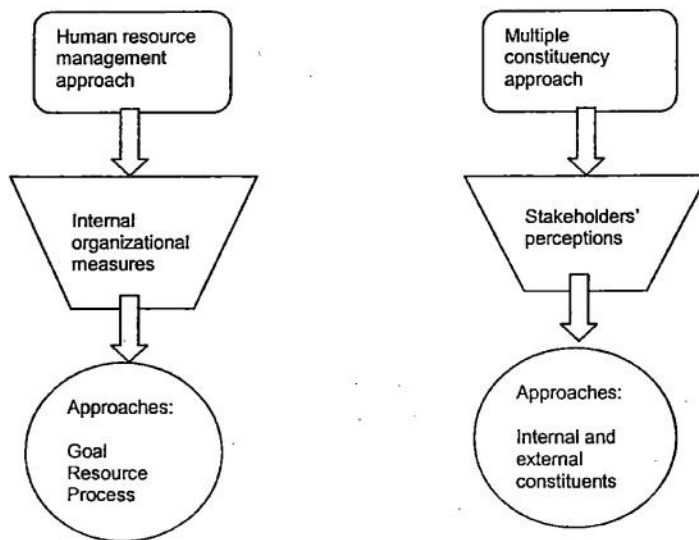
A crisis mindset of public organizations is reflected in the way they respond to the public need. As Henderson (2004, p. 108), in disaster, time frames are rapid, the context is intense, and the potential for complete

breakdown of organizational and information systems is omnipresent. Bureaucracy, Henderson (p. 108) adds, must coordinate and orchestrate many actors very quickly and very effectively to minimize both loss of life and loss of control at disaster sites. Immediate, widespread, and unusual challenges that face bureaucracy in a disaster (Henderson, 2004, p. 105) therefore need a quick but flexible and adaptable behaviours of bureaucratic organizations (Handmer and Dovers, 2007, p. 107).

However, the critical question regarding with this issue is how to transform the routine and normal mindset of public organizations into the crisis one. Kirschenbaum's idea (2004, p. 74) asserting the paradigm shift in public organization from human resource management approach to multiple constituency approach can be referred as one of the ways to alter such the mindset. Multiple constituency approach puts strong emphasis on stake holders in public policy.

By this approach, it is the bureaucracy that adapts to stakeholders—the citizen's circumstances, and not the other way around, in which it is the citizen that have to strictly follow the regulations in the name of citizen's obedience no matter it fits to the their situation or not. Bureaucracy in this context is therefore set up to be flexible and adaptable to any situation that regulations function primarily as guidance, instead of the constraining factors as usual.⁶ Regulations are therefore changable in its nature, to accomodate especially the unanticipated and unpredicted situation lik in disaster siatuation. Kirschenbaum illustrate his ideas as the following picture.

Picture 1. Perspectives for measuring the effectiveness of organizations



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From the picture, the difference between the two perspectives is clear. At the left side, public organizations perform based on human resource management. This can include the availability of human resource, the quality, the supporting factors for human resources like budget, tools, facilities, and so forth. The performance is measured by internal organizational standards which use to be bottom-up, regulation-focused, and hierarchical coordination. All the energy is aimed at achieving pre-determined goal. In normal circumstances, there might be no crucial problem using such a routine management approach. However, as social problems are dynamic, such the approach becomes not suitable. Unpredictable nature in terms of time/period, impact, and coverage area as often shown in disaster often leads to the dysfunctions of the pre-determined design and standards of public organization's performance.

Therefore, as shown at the right side of the picture, public organizations need to switch their perspective into multiple constituency approach. In this approach, stakeholders are the focus of policy, therefore, public organizations' performance are aimed at answering their needs. Since public needs are dynamic, public organizations have to be designed dynamic as well: "dynamic" in terms tackling diverse and various problems and needs (health, sanitation, staple foods, clothing, shelters, and so forth), multiple time frames (normal and emergency), multiple identities of the citizen, multiple parties related to the policy (governmental and non-governmental institutions; multiple sectors like civil society, business, and media; and multiple level of governance like local, national and international actors), and multiple natures of constraints (like technical, natural and human resource constraints). Such the responsive design of public agency performance becomes crucial since it is not the internal organizational measure anymore that becomes the standards of evaluation, it is rather stakeholders' perceptions.

Policy cycles

Henderson (2004, p. 107-9) divides the disaster cycle into four stages: mitigation, immediate response, response stage and post-disaster recovery. Mitigation closely relates to preparedness in which the government prepare the emergency supplies, providing medical training, transporting skills, simulation, and establishing early warning technologies. Preparedness also importantly include placing the organizational response system for all sectors and levels like local and national government agencies, NGOs, business and media. Mitigation and preparedness are not only aimed at mitigating or reducing disaster impacts but also facilitate post-disaster response and recovery management (p. 108). Immediate response includes

a situation assessment, allocation of critical resource to disaster locus, and coordination for actions. The response phase often needs patient, composed and competent capabilities but also those who are able to quickly act in very limited time. Finally, post-disaster recovery includes rebuilding of physical infrastructure, remedial of communication and information facilities, refunctioing of public and financial institutions, and reengaging social and cultural institutions.

However, in practice, things are much complex. Disaster management does not run in such an orderly phase. Uncertainty does not only stem from unpredictable disaster time frame, impact and area coverage, but also arises for being associated with the media pressure, interagency rivalry, tensions between national and local management, as well as tensions between headquarter management and field operations (Handmer and Dover, 2004, p. 90). Disaster management phases therefore need much sharpened policy perspectives. First of all, disaster policy do not call for a commander, it rather needs a negotiator (p. 103). Not only because of the multiple stakeholders the negotiator needs to deal with, but also the multiple goals arise at the same time the negotiator has to achieve. Coordinating government and non-government institutions together with managing the vulnerable—and often panic—community, as well as providing food, clothes, health, medical necessities, and security at the one hand, together with responding to the demands for security and guaranteed future for the victims—like reconstruction, employment and education—are amongst the goals the negotiator has to fulfilled.

Secondly, policy approach in each management phase needs a deep thinking of flexibility, adaptability and effectiveness. Policy formulation containing plans and scenarios should be perceived as a guide, not as reality (p. 104), that it would be able to deal with unexpected issues. Therefore, planning should be societal, non-routinized, deliberate, strategic, future oriented, and linked to action (Alexander, 1984, in Handmer and Dovers, 2004, p. 104).

Policy implementation is a mixture between cooperation, coercion and exhortion/guidance (Handmer and Dovers, 2004, pp. 109-13). Context determines whether the authority has to coerce, cooperate and guide the stakeholders. Relocating community to the safe area is commonly a form of coercion. Meanwhile, community participation in reconstruction can be node of cooperation. Education and simulation are parts of guidance. Overall, policy implementation is about action, therefore capacity and commitment are the preredquired attributes for this (p. 120-1). Doing nothing is clearly defined as policy failure (p. 113).

Finally, monitoring and evaluation in emergency management becomes crucial as an instrument for policy learning. Success and failure are lessons

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for revising, improving or retaining some aspects of policy. However, more often, policy learning does not run effectively, since the public agencies use to ignore to be evaluated. Nonetheless, thinking through how to evaluate remains worthwhile. Moreover, disaster policy uses to deal with much more stakeholders than the ordinary business of policy. Evaluation result becomes a mirror of the public agencies' accountability towards the multiple stakeholders engagement, financial allocation, and need responsiveness. However, as Handmer and Dovers (2004, p. 131), in emergency management, as policy mode is more networked and inclusive than in the routine management, responsibility of policy learnings get more extensive. This further challenges the coordination and information transfer across the related institutions. Policy learning however does not only include learning from own success and failure, but also learning from elsewhere's experience (p. 133).

However, the important issue to bear in mind in terms of disaster management is not only about to switch the public organizations' perspective from "business-as-usual" into crisis-sensitive behaviours. There is a situation in which disaster attacks more frequently and in much more various forms. Yogyakarta is an example of a region to face disaster more frequently in various forms compared to its neighboring province. Earthquake, flood, and volcano eruptions attack subsequently within less than five years. Dealing with this, transforming the bureaucracy's mindset from normal management to crisis behaviour is not enough. There is a need for getting the bureaucracy used to the crisis. Therefore, crisis is no more regarded as if it is an accident. It is something that should be incorporated regularly in policy architecture. Incorporating disaster management budget in yearly-government finance is one of the strategies. It is because, although disaster often attacks once at a moment, its impacts are often longer-lasting. The strategy of incorporating budget for disaster management thus gets more urgent for regions that are prone to disaster. Disaster should be placed as one of the routine needs in government spending despite of its demands for crisis behaviours in terms of the response. Therefore, emergency is not only reflected in human resource management, but more importantly in budgetary policy.

Partnership strengthening

It is unavoidable that in disaster management due to the government's limitation, there is a need for the other actors' presence. Those actors can include inter-government organization and non-governmental organizations. Disaster management agency is crucial actor to respond to the disaster. Humanitarian organization as red-cross would often be available since in

the immediate response. NGOs and volunteers are also important actors to help the disaster victims to survive. Business sector is crucial party for recovery and reconstruction. However, the significant question is how effective are those various actors' presence in emergency situation help reduce the disaster risk and impact?

Experience from the Bangladesh, as Khan and Rahman (2006, p. 359-78) argue, tells us that those organizations' presence without appropriate design of partnership would be meaningless. In the Bangladeshi case, NGOs and other informal actors are historically important during and after disaster recovery (p. 358). However, Bangladesh suffers the less functioning partnership for the lack of *collective decision* making in planning, resource sharing and implementing disaster management. In other words, there is a shortage of space for non-government institutions to influence the policy making and implementation. In Khan and Rahman's perspective (p. 377), the divisive and partisan politics along with the lack of accountability and transparency in public organizations are the causing factors of the absence of partnership in the development strategies.

In addition, disaster management agency needs *sufficient financial support* to design crisis-sensitive policy, as well as *independence* in policy making. Experience in the US, FEMA's role as the US emergency agency, is undermined for the lack of budget support and space to initiate policy. Terrorism issue has altered the central government's focus and disregarded disaster issue as priority. The conflicting goals between government institution has caused a dysfunction of the disaster agency that can lead to policy failure. As disaster agency is usually placed as the sub of central government, it usually lacks independence.

Meanwhile, in the case of Padang post earthquake 2009, it is found that the government does not have adequate sense to involve non-government organizations like NGOs and universities. As a matter of fact, Padang has numerous NGOs that are active to respond the disaster issue, as well as big university that has credible disaster study center. Interviews during the fieldwork conducted from June-September 2010 found that there is no initiative from the government to embrace the other actors in disaster policy. Actions from NGOs are informal and organizationally separated from the disaster management board. Conflict between provincial and municipal government is one of the issues regarded as the causing factor of disorganized disaster management in Padang.

From the above-mentioned examples, there is a clear lesson to bear in mind. Partnership is beautiful to hear but in fact is not easy to implement. Formal organizations often resist to share its decision authority. Otherwise, they selectively decide policy area/s where non-government organization are allowed and not allowed to get involved in. Mitigation and preparedness

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are the areas that seem to be more flexible for non-government organizations to impose the influence than the other policy areas (Sanderson, 1999). Selection can also be applied in terms determining the desired actors to work with. It regards to this, recovery is the critical policy area in which the selection of business company as the government's partner is commonly found.

Governing the media becomes another challenge for public organization in disaster situation. On the one hand, media helps to inform which severe areas where public organization has not identified. Media also helps to spread information about the disaster locus and population that need immediate response. Media disseminates news about disaster management and government's activity during emergency, response phase, and recovery. However, not only the community, media also poses some pressure to the government regarding with the government's performance. The case of Chinese ethnic discrimination in Padang during emergency in the context of 2009 earthquake is an example. Government needs to build relation with the media in the sense of providing media opportunity to get involved in disaster mitigation and recovery. Media is however important and its presence is unavoidable, therefore there is a crucial need to manage the interrelation. Media can be involved in terms of a situation assessment, policy information dissemination, and evaluation.

To sum up, partnership which is defined as: 'A sharing of power, resources, information, and experience based on equitable arrangements regarding trust, accountability and exchanges' (*Partnership Africa-Canada*, 1989, in Sanderson, 1999), requires equality in policy making. Although formal responsibility is in the government's shoulders, sharing authority to initiate, implement, and evaluate disaster management is needed. This equal perspective indeed needs a change of mindset in public organization from hierarchical to stakeholders-focused policy. Otherwise, public organization would remain being trapped in old fashioned bureaucracy which is red-taped and bottle-necked that it remains staying at the slow pace of performance.

IV. Culture matters

There is no doubt that policy learning is important for emergency management, including learning from elsewhere. However, what the other aspect needs to think through is that policy design has to consider specific context of regions. A good lesson can be drawn from Padang case. Finding the success of the Yogyakarta government to impose participatory approach in post-disaster recovery, the Padang government tries to apply the same. However, the Padang government fails to form Pokmas, a kind of societal

group, as a core subject of post-disaster recovery. The cause can be simply explained. Yogyakarta and Padang is different in terms of social characteristics. Yogyakarta is much more communal and communitarian than Padang. Meanwhile, Padang people, which is dominantly Minangkabau, is identical with nucleous family. It is this nucleous family that plays crucial role in social and economic life. Since the communitarian society embraces much wider community members than the nucleous family, it is more easily to impose participatory approach in reconstruction policy for the Yogyakarta government than the Padang government. The Padang government thus needs to think of empowering nucleous family in its post-disaster recovery rather than simply imitate Pokmas concept as applied in Yogyakarta.

From this experience, it is clear that culture matters. Participatory approach might be easy to mention, and once again, beautiful to hear. However, it needs a deep thinking for determining the appropriate design to concretize it. Public organizations has to be sensitive to their societal culture and to be context-specific. Carefully analysing the societal culture would not only help public organization to determine appropriate design of disaster management, but also captures the specific problems in society that have original roots in social system. Gender inequality, children abuse, the disable exclusion, age-discrimination and racial marginalization in disaster are amongst the crucial issues that can be traced through cultural analysis. In fact, the above-mentioned groups are those who need special attention in emergency and recovery. Therefore, it is important to consider culture aspect in designing disaster management and policy.

V. Conclusion

In disaster management, it is not suitable for public organizations to retain its "business-as-usual" perspective. They have to shift their paradigm and to be more sensitive to crisis. To be flexible, adaptable, and effective but remaining quickly and patiently respond to the disaster locus are keys to behave as in crisis. Dealing with this, Leitmann (2007) has listed some dos and don'ts during disaster recovery. They include:

- a. Be realistic about the timing and approach to rebuilding homes
- b. Considering the need for emergency, transitional and permanent shelter.
- c. Pick the right partners and delivery mechanisms to maximize the speed and effectiveness of investments.
- d. Pay attention to environmental consequences in the relief and recovery phases to avoid costly mistakes later on.
- e. Don't construct only shelters; instead, build settlements with infrastructure and land tenure through a participatory planning

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- f. Don't neglect logistics and transportation needs that can create real bottlenecks that will slow down both relief and recovery efforts.
- g. Don't downplay the importance of monitoring, evaluation, and quality control which are critical for managing the post-disaster response.

However, as this paper has discussed above, there is an addition that needs to thoroughly be thought: be sensitive to culture and context.

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