

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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Challenge to Develop a New Public Organization Management in
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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. 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 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 *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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IMPACTS OF DECENTRALIZATION ON ENVIRONMENTAL MANAGEMENT IN THAILAND

Soparatana Jarusombat, Ph.D*

ABSTRACT

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.

I. INTRODUCTION

Decentralization – the assignment of fiscal, political and administrative responsibilities to lower levels of government- is occurring worldwide for different reasons. In Thailand, the rationale for the quest of a decentralized environmental management framework revolved around the view that failure of the state in the management of the environment is attributed to the concentration of decision making powers and ownership of natural resources by the central government. The failure of the top-down approach to environmental management can no longer, alone fulfill the ideal management of the environment.

Thailand has attempted to decentralize environmental management during the past decade. Decentralization has taken a number of forms- decentralization of functions within the central bureaucracy, delegation of semiautonomous or quasi-public corporation, devolution to local

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governments, and the transfer of functions to non government organizations. Base on the reviews of available literature, pieces of legislation and interviews of local government officials and other stakeholders, this paper will asses the status of the decentralized institutions. Objectives of this paper are (1) to review the implications of decentralization, (2) to describe legislation relating on the decentralization process and the local government institutions charged with the task of protecting and managing the environment in their areas of jurisdiction, (3) to identify gaps and overlaps in the policy, legislation, administration and/or institutional structure; and (4) to provide recommendations to curb these gaps and overlaps, including a recommendation for a process on how the local government institutions can efficiently manage their environment.

II. WHAT ARE IMPLICATIONS OF DECENTRALIZATION?

Central governments around the world are decentralizing fiscal, political, and administrative responsibilities to low-level government and to the private sector. Decentralization is particularly widespread in developing countries for a variety of reasons:

- the advantages of multiparty political systems;
- the deepening of democratization;
- the transition from a command to a market economy;
- the need to improve delivery to local services to large populations in the centralized countries;
- the challenge of ethic and geographic diversity; and
- The plain and simple reality that central governments have often failed to provide effective services.

In many developing countries, political pressure drives most decentralization Efforts. But whatever its origins, decentralization can have significant repercussions for resource mobilization and allocation, and ultimately macroeconomic stability, service delivery, and equity. Since decentralization can greatly affect the way of life of people, it is widely accepted that decentralized structures facilitate genuine democratic participation, empower grassroots and channel their input constructively into national development efforts (Mukandala, 1995). The World Bank report (1998) recognized

The multidimensional aspects of decentralization – the dispersion of fiscal, political, and administrative powers – suggests three implications that heavily influence the context for thinking through decentralization (Jennie and Richard, 1998). First, because decentralization can change mobilization and allocation of public resources, it can affect a wide range

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of issues from service delivery to poverty reduction to macroeconomic stability. Second, the management of decentralization requires intimate knowledge of local institutions and a nuanced understanding of the process of decentralization- that is, what is driving decentralization in a country (and sector) and which stakeholders are involved. Third, limited empirical evidence exists about what works and what does not. Together these three factors pose a daunting challenge for those responsible for designing and managing decentralization.

III. HISTORICAL DEVELOPMENT OF ENVIRONMENTAL MANAGEMENT DECENTRALIZATION IN THAILAND

The Thai Government is formed according to the democratic principles of parliamentary system and constitutional monarchy. Apart from the fundamental state policies to strengthen national stability and to promote the sound development of the society and the economy, the government policies focus on the promotion of democracy and civil society processes through public participation and power decentralization to local authorities.

Until 1991, the National Public Administration Act was promulgated to provide three basic levels of public administration.

- Central Administration: the central administration falls under the basic concept of centralization. Various departments, offices, bureaus, divisions and subdivisions are established in each ministry.
- Provincial Administration: This form of administration comes under the concept of de-concentration, which means that the central government delegates some of its power and authority to its officers who work in provinces and districts. These officers are from various ministries and departments and carry out their work according to laws and regulations assigned by the central government.
- Local Administration: Local Administration in Thailand is based upon the concept of decentralization, which allows local people to participate in local affairs under concerned laws and regulations. At present, there are 2 types of local administrative organization in Thailand. The general type, which exists in every province, is composed of: 1) Provincial Administration Organization, which covers all areas in the province, 2) Municipalities, urban areas with a crowded population and development, and 3) Sub district Administration Organization whose jurisdiction is over the area of a particular sub district outside the boundaries of municipalities. The special type consists of two forms of local government: 1) Bangkok Metropolitan Administration, and 2) the City of Pattaya.

Under the country's existing administrative structure, authority is delegated from the capital to the region and then local areas. In general, development policy and planning in Thailand is a combination of top-down and bottom-up approaches, while the public administration system of the country is highly centralized.

Thailand has gradually strengthened the capacity of local government. During the 5th and 6th National Plans, local government played a greater role in setting development priorities. Nevertheless, the proposed development plans still have to be agreed upon the budgets approved by the central government.

To further enhance the role of local government and local development efficiency, the 7th and 8th National Plans called for the decentralization of fiscal authority and asset holding as important mechanisms to help strengthen local administrative capacity.

As the structure and management system of the local government have been put in place by the end of the 8th National Plan, the 9th National Plan (2002-2006) concentrates upon improving the development capability of the local administration. Development plans integrates all aspects, monitoring systems are enhanced, information system upgraded, and human resource capability increased.

As described above, Thailand has been modestly enhancing the role of sub-national entities for some time, but decentralization has been a priority only since the Seventh National Economic and Social Development Plan (1991-1996). The plan emphasized developing local infrastructure, providing credit to expand and improve local services, and helping local authorities mobilize capital and pursue development projects.

Moreover, the 20 year Policy and Perspective Plan for Enhancement and Conservation of National Environment Quality (1997-2016) developed by OEPP and approved by the Cabinet, establishes goals, principles, and policies and guidelines for environmental quality management. This plan also recognizes the role of local government authorities and NGOs in improving and protecting environmental quality by increasing awareness and monitoring.

The May five democracy movement emerged in the mid 1990s to demand stronger democratic institutions more insulated from the military, which has long played a pivotal role in Thai politics. The Eight Plan (1997-2002) advocated stronger local institutions, the 1997 Constitution formally enshrined decentralization, and later legislation detailed how it would work. The country has formally adopted many reforms but implemented few of them and political consensus on further progress remain unclear.

In Thailand, local governments prepare and execute their own budgets, but they are subject to central direction. A significant share of local

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expenditure is centrally mandated, with the largest portion devoted to personnel expenses (representing 30 percent of local budgets, on average).

Central directives govern staff numbers, salaries and benefits. Major reforms, however, are intended to eventually move this highly centralized civil service to one where local governments have considerable authority over personnel management. In 2002, sub-national government spending accounted for about 10 percent of the total government spending, an amount which is expected to increase.

Among all environmental management reform initiatives, decentralization of environmental management has less progress as compared to the others. The Thai Constitution of 1997 accelerated process of environmental management decentralization through the Development of the Decentralization Action Plan. This plan indicates which public services should be transferred to be managed by local authorities. And because of this transferred responsibilities, related government budget and staffs will be transferred accordingly.

IV. LEGISLATIVE FRAMEWORKS OF ENVIRONMENTAL MANAGEMENT BY LOCAL GOVERNMENT AUTHORITIES

Thailand has experienced a number of policy reforms in recent years. Most of the policies have stressed the need for public participation and involvement in the management of the environment. This section examines the legislation pertaining to the local government authorities in Thailand and provides a brief description of the local government institutions. This part also looks into the functions and powers of the institutions involved in managing environment in areas of their jurisdiction. Further, it attempts to give an analysis of the problems of the legal framework, which acts as obstacle to the local government authorities in providing for efficient and effective protection and proper utilization of environment in areas of their jurisdiction.

The main legislations examined in this section are:

- The Enhancement and Conservation of National Environmental Quality Act of 1992; and
- The Constitution of the Kingdom of Thailand 2007

The Enhancement and Conservation of National Environmental Quality Act, 1992 was provided for environmental quality control and promotion including support of public participation in maintenance of environmental quality. According to this Act, policy and planning mechanisms are taken into account as a strategic tool for decentralization. It allows provincial and local authorities to formulate their own

environmental management plans.

The implementation process of policy was adopted according to the Environmental Act. These processes consist of the long-term environmental policy and plan named "Policy and Prospective Plan for Enhancement and Conservation of National Environmental Quality, 1997-2016, 5 years Environmental Quality Management Plan, and annual Provincial Environmental Quality Management Action Plan.

Due to the Act, any province which has its territory designated as an Environmentally protected area or pollution control area or other provinces which desire to enhance and conserve the environmental quality are eligible to formulate an action plan and submit it to the National Environment Board for approval.

The Provincial Action Plan should be in accordance with the Environmental Quality Management Plan and should take into account social conditions in the area. Crucially, it emphasizes on public participation from all parties and at all levels.

In order to guide and assist provincial governments and local authorities in Formulating their action plans, the framework of the action plan is set up which consists of water quality, air quality, solid waste, and hazardous waste. In addition, it should be in harmony with the conservation of their natural Resource such as soil and land use, forest and wildlife, fisheries, coastal resource, the natural and cultural environment. It is, however, based on the actual circumstances, conditions and priorities of each area.

The Provincial Action Plan consists of 4 programs: public awareness rising

Program, surveillance and protection program, remedy and rehabilitation program, and applied research program.

Moreover, according to the Environmental Act, the National Environment Board (NEB) is setup for controlling and supervising at policy level. At the provincial and local government levels, the Sub-Committee for Provincial Environmental Quality Management under the Committee for Provincial Development is set up as an advisory committee for environmental management. This Act also specifies the powers and duties of National Environment Board, Pollution Control Committee, and Environmental Fund Committee, involving control, preventions, and solution of power pollution. According this Act, provincial and local government authorities are allowed to formulate their own environmental management plans under the approval of the National Environment Board. This act which allows local government authorities to formulate their own environmental management plans provides more opportunities for local people to participate in the planning process.

Thailand's new Constitution of BE 2550 (2007), approved by a public

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referendum on 19 August 2007, guarantees the rights of citizens and communities to conserve and utilize natural resources and the environment, including biodiversity, on a sustainable basis. The Constitution also supports public participation in economic and social policy formulation and development planning. The roles of local government authorities in environmental management are provided for under section 290 of the Constitution as follows:

"For the purpose of promoting and maintaining the quality of the environment, local government organization has powers and duties as provided by the law.

The law under paragraph one shall at least contain the following elements as its substance:

- (1) Management, preservation, and exploitation of natural resources and environment in the area of the locality;
- (2) Participation in the preservation of natural resources and environment outside the area of the locality only in the case where the living of the inhabitants in the area may be affected;
- (3) Participation in considering an initiation of any project or activity outside the area of the locality which may affect the quality of the environment, health, or sanitary conditions of the inhabitant in the area;
- (4) Participation of the people in the locality."

V. ADVANTAGES AND DISADVANTAGES OF DECENTRALIZING ENVIRONMENTAL MANAGEMENT TO LOCAL AUTHORITIES

The advantages of decentralization, which include allowing more participation in

the process of governance, enabling local priorities to be more fully taken account of in planning service provision, thus facilitating greater local ownership and participation, have been well documented. The implication of decentralization for environmental management, and the extent to which environmental issues impact on the effectiveness of decentralization, have received far less attention. A number of issues in this regard should be highlighted.

First, decentralization by shifting responsibilities to lower tier of authority confronts complex issues of existing power relations. These issues often manifest themselves in staffing problems, such as reluctance to allow staff mobility or ambiguous definitions of representatives between different tiers of government.

They are also appearing as financial problems in terms of resource allocation.

There is a temptation for central authorities to retain resources at central level where existing resources are already heavily concentrated. This can result in the decentralization of responsibilities without accompanying resource to undertake the new roles expected of staff.

Second, there is the general issue of personnel capacity and capability. The Lack of adequately trained personnel to take on the environmental responsibilities of decentralization is a common cause of concern, and the scope for corruption and nepotism can increase unless transparency and accountability mechanism are robust.

There is ample evidence that private sector participation in the delivery of Municipal utility services leads to a change in the role of local authorities, from an implementing to a supervisory and law-enforcing one. In addition, successful decentralization increase the workload for local authorities and also require new and higher managerial and administrative competencies.

Decentralization has created units of public services which are closer to the users and able to react more flexibly to their needs and expectations through more autonomy of decision-making at local government local. Decentralization can also shorten many bureaucratic procedures and make such procedures more efficient. The disadvantages obviously lie in the relatively small size of the units, which make their operations costly owing to lack of volume. Therefore, decentralization has to ensure that prices are affordable and quality standards of public services are available to all citizens. Accordingly, decentralized public services also have to be submitted to nationwide regulation. In order to gain a critical volume in their operations, certain functions have to be re-centralized, as in the case of the supply of wastewater treatment facility. Similar effects have been achieved by creating networks or other forms of cooperation among municipalities, for example in the case of solid waste treatment facility between neighboring towns. Even mergers between municipalities were established with mixed results however.

VI. CAPACITY OF LOCAL GOVERNMENT AUTHORITIES IN ENVIRONMENTAL MANAGEMENT

The Thai local governments have been unable to effectively and efficiently manage the environment due to the unworkable legal framework currently in place. This section attempts to examine and provide solutions to these problems.

- (1) Poor Enforcement of Environmental Laws
- (2) Weak Penalties and Incentives
- (3) Capacity of Local Governments

Decentralization continues to spark continual debate in Thai polemics.

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A quick Assessment, however, indicated that local governments have a limited capacity to manage the environment.

The capacity of local governments to manage cannot be enhanced under the Current system of revenue sharing. In some districts protection of the environment is not a priority. It only becomes a priority if it is a source of revenue generation. In some areas, local councilors will not promote allocation of funding to the environmental sector because it is not viewed as important. This is a problem of political decisions being made without consideration of advice from environmental staffs. In some instances politicians think that in order to solve the environmental problems the only way is to apply high technologies through the construction of big treatment facility.

VII. CONCLUSIONS

Environmental management reform initiatives have been implemented in Thailand during the past decade. This includes the establishment of the Ministry of Natural Resources and Environment, establishment of the National Environment Board, enactment of the Enhancement and Conservation of National Environmental Quality Act of 1992, and etc. As a result, environmental management systems have been improved in many areas including increase of public participation in environmental management activities and environmental policy processes.

If decentralization of environmental management for local government authorities is reviewed as an incremental process of institutional capacity building, many of the past decades can be judged as moderately successful. However, success depends heavily on careful planning and implementation. The successful experiences seem to be those in which the program of decentralization were given adequate time to prove themselves, were centered around specific financial on management functions, and included a training component.

In fact, decentralization must be an incremental process of building the capacity of local government organizations to accept and carry out effectively new functions and responsibilities. The process must be carefully nurtured from the center and accompanied by a shift in the orientation of central bureaucracy from control to facilitation and support.

The Thai governments have attempted to decentralize environmental management to local government organizations. However, they have faced serious problems of implementation. Some problems arose from insufficient central political and bureaucratic support and other from ingrained contrast attitudes and behavior on the part of political and administrative leaders.

Although, the governing policy for environmental management in

Thailand is well formulated, but the mechanisms and plans at the local level are not well implemented. There is inadequate expertise in the field of environmental management and public awareness to implement those designed policy at all levels.

The current process of decentralization in Thailand has produced mixed results

In terms of degree in which power and responsibility for the management of the environment at the local level is shared. Decentralized institutions lack the capacity to manage the environment. This is further by the fact that little or no resources are available to the institutions entrusted with the duty of managing the environment.

Moreover, the role of local authorities under the current decentralization process for environmental management is not clearly stipulated. This is exacerbated by bureaucracy at the center resulting in the inadequate release of all allocated funds. This leads to frequent delays in the delivery of services or the completion of environmental projects. In addition, staff shortages and/or inadequate trained staff for dealing with environmental projects at the local level is a continual problems. As such, local government positions are often not respected desire, and this leads to turnover, lack of morale and commitment to innovate or deal with local environmental issues creatively.

There is also inadequate policy and legal provisions, disintegrated authoritative, administrative and institutional mechanisms to handle environmental matters. In many cases, the authority is delegated to local organizations but they are not given the resources to perform their duties properly. As a results, local authorities are nothing more than bureaucratic instruments for the central government and do not generate alternative values, preferences or aspirations.

In conclusion, environmental management lacks harmony and continuity from the national to local levels. It is at the local level where systems of environmental management become complex and serious attention is needed for sustainable environmental development. Therefore, environmental management requires the integration of all institutions in the field and empowering local authority for management of the environment.

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