

# 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



PROCEEDING : INTERNATIONAL CONFERENCE ON PUBLIC  
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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 *preamble*, in addition to reading of the prayer becoming the rhythm of worship? It should be impregnated that Al-Fatihah is the core essence of transcendental thinking in three world grand narrative

Yogyakarta, January 21th, 2011

**Editors:**

Dr. Dyah Mutiarin  
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**ANALYSIS OF DEMOCRATIC PUBLIC SERVICE  
NETWORK  
(Case Study in Urban Transportation Service in  
Makassar City, South Sulawesi Province, Indonesia)**

Dr. Alwi, M.Si<sup>1)</sup>

**Abstract**

In general, public services organized by government bureaucracy are still a 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 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 resources efficiently and effectively, as well as 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

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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.

## I. Background

Democratic public service delivery is core of local autonomy, which its implementation is full responsibility of local government. Local government must attempt to deliver of public service to the citizen effectively, efficiently, economically, and social equity (Frederickson, 1980). Nevertheless they have not been satisfying citizen's expectations. This case caused by bureaucracy as public service still leader oriented, not customer. This phenomenon in accord with research of Dwiyanto et.al (2002), there are 76,7 % of respondents said that public service based on rule of law and leader instructions, and 18,7 % only satisfactorily in Makassar City, Indonesia. Nevertheless, one of core function of government is to deliver of public service that customers oriented (Davis & Heineke, 2003; Doherty & Horne, 2002; Osborne & Plastrik, 2000; Osborne & Gaebler, 1995; Barzelay & Armajani, 1992).

One of public services that are focused on this research is public transportation (city transportation) in Makassar City. Public transportation service delivery based on Law No. 22/2009. The aims of public transportation are to accomplish safety, fast, and order transportation.

Based on above, there are government efforts in this case such as idealization of transportation network configuration as recommended by Regulation of General Director of Transportation No. 274/HK.105/DRJD/96 about Technical Guidance of General Transportation in City Region. In this case, for Great City (more than 1 million populations), like Makassar, design of ideal line such as vital line served by train or large bus; branch line served by medium bus; sub branch line served by medium bus or city transportation; and direct line served by large bus. Based on this case Makassar City has not been having ideal line network, because line network has not been systematically and too many city transportation are operated.

There are some regulations about transportation service such as mentioned above. This case pointed out that public service in public transportation is urgent, because road transportation involve about 96 % of people trip, both private and public vehicle (Lubis et.al, 2000). Furthermore, based on research of Lubis et.al about public transportation in Bandung, West Java Province, Indonesia, there are 65 % of people trip use public transportation. Also, Lubis and Isnaeni (1999) research's about customers perception to city transportation service in Bandung City pointed out about

47 % of customers said that public transportation service unsatisfactory especially busy time, morning and afternoon. There are 42 % of respondents said that operators of city transportation impolite while run the car. The phenomena as same as in Makassar City, because its characteristics likely Bandung City. Therefore, if operators (drivers) of city transportation attempt to massive strike, then economic activities of the people will be stopped.

Conceptually, complex problems such as city transportation case will handle through inter-organizational network as proved by Pfeffer and Salancik research's (Donaldson, 1995) that pointed out 90 % of organizational performance determined by external factors and only 10 % determined by internal factors of organization. This case showed the urgency of inter-organizational network to solve organizational problems and public service problems. The research result also supported by Becerra (1999) that the successful of organization to achieve goals determined by inter-organizational network.

As mentioned above, inter-organizational network and democratic public service concepts were complementary. Because democratic public service interests of citizenry public service, the citizen or public interests are center of attention on public servant in public service delivery. The aim of inter-organizational network is to use resources effectively and efficiently, and the aim of democratic public service is to engage citizen in the solution process of public problem. Combination of these concepts is crucial to public service delivery that democratically, effectively, and efficiently.

Merging the both concept of inter-organization network and democratic public service into the concept of democratic public service network is *new* concept in public administration.

Therefore, the focus of this research is how the model of democratic public service (urban transportation) network in Makassar City, South Sulawesi Province, Indonesia.

## **II. Goal and Advantages of Second Year Research**

### **A. Research Goal**

To describes the implementation of democratic public service (urban transportation) network in Makassar City, South Sulawesi, Indonesia.

### **B. Research Advantages**

1. Academic: Result research will give contribution to science development in public administration, because this research will explore of dimension of *new* concept, - democratic public service network.

2. Practice: This result will give contribution to decision maker in implementing democratic public service network.

### III. Theoretical Framework

#### A. Concept of Democratic Public Services

##### 1. Definition

Until now, public service has found some comments by some peoples, especially by customers. These cases occurred because bureaucracy as organization of public service delivery has not given full attention to citizen interests in public service delivery (Alwi, 2005; Alwi & Butarbutar, 2007). In this case, public service bureaucracy is leader oriented in implementing its functions. Leaders determine performance of followers. Therefore, followers do their works based on leader instructions; however, they have a job description. Public service as such is legal oriented, not citizen oriented; in public administration perspective is classified classic perspective. In democratic concept, administrators have to concern to citizen interests, because they are "king", they must be served.

Democratic public service, essentially, is implemented by bureaucracy necessary focuses on citizen interests (Gawthrop, 2002; Lyn, 1996). Public servants have much to "listen" what the public say is, rather than "tell" what the public do is. As well as public servants have to "serve" them, rather than "steers" them. Citizens and public officials are working together to define and to address common problems in a cooperative and mutually beneficial way (Denhardt and Denhardt, 2003).

According to the case above, democratic public service is not focuses on how the run public service efficiently, but focuses on how the implement public services that will contribute to all citizens' life (Denhardt and Denhardt, 2003). Public service delivery efficiently is required the best comparing input and output. In this case, the efficient require the best result and minimum cost. Democratic public service can not be required, because it more than process orientation, such as citizen engagement process in problems identification to problem solving. Citizen engagement in governance process will be better change in citizen life.

##### 2. New Public Service: Foundation of Democratic Public Service

In study of public administration, there are some perspectives or paradigms that explain public administration phenomena. By the end 1980s and begin 1990s pointed out "big efforts" of scholars to overcome complex problems in public management or administration. These efforts have been risen three general perspective, i.e. old public administrations, new public management, and new public service. Epistemologically, as paradigm have

different point of view.

New public service is a perspective that focuses on democratic public service delivery. Public servants have to recognize public interests in public service delivery, because they will become base on designing of some public service programs.

This is perspective dissimilar of two above perspectives. New public management focuses on public service delivery such as a system in business organization. Nevertheless, new public service is not focus on uses business management techniques, because business organization is different with public such as state of Denhardt & Denhardt (2003), *"government shouldn't run like a business; it should be run like a democracy. ....both elected and appointed public servants are acting on this principle and expressing renewed commitment to such ideals as the public interest, the governance process, and expanding democratic citizenship."*

There are 7 essential principles of democratic public servicebased on new public service perspective Denhardt & Denhardt (2003): *Serve citizens, not customers, Seek the public interest, Value citizenship over entrepreneurship, Think strategically, Recognize that accountability is not simple, Serve rather than steer, Value people, not just productivity.*

## **B. Concept of Inter-Organizational Network**

### **1. Definition**

Study of inter-organizational network is development of management literature (Savage, 1996). Based on history of organizational theories, inter-organizational network is last change of organizational theory agenda that focuses on increasing inter-organizational network (Leach et.al, 1994).

According to Roberts (2000), *"collaboration, translated as working together is premised on the principle that by joining forces parties can accomplish more as a collective than they can achieve by acting as independent agents"*. Then, Gulati (1998) states *"inter-organizational cooperation is thus a means by which organization manage their dependence on other organizations in their environment and attempt to mitigate the uncertainty generated by that dependence"*.

Base on definition above, inter-organizational network develop cooperation some organizations that have forces to control scare resources in their environment.

### **2. Inter-organizational Network Theories**

There are some theories that explain inter-organizational phenomena, for example resource dependency theory and institutional theory.

According to Pfeffer and Salancik, resource dependency theory is theory that explain that the goal of an organization is to minimize its dependency on other organizations for supply of scare resources in its



environment and to find ways of influencing them to make resources available (Jones, 2004). The strength of one organization's dependence on other organizations for a particular resource to function two factors, i.e. first, how vital the resource is to the organization's survivals. Second, the extent resource is controlled by other organization.

Therefore, organization attempt to develop strategy to mitigate dependence on other organizations through inter-organizational network.

Then, according to Hodge and Anthony (1988), there are 8 conditions that foster inter-organizational relationships i.e.

- 1) Cost-benefit (inducement-contribution)
- 2) Power
- 3) Resource Scarcity or Performance Distress
- 4) Reaction to Super ordinate Goal or Outside Force
- 5) Structural Conduciveness of the Environment
- 6) Boundary Permeability
- 7) Organization Goals
- 8) *Opportunities to Cooperate*

Resource dependence theory is different from institutional theory. Resource dependence theory focuses how develop strategy to obtain scare resource that is controlled by other organization. But, institutional theory focuses values and norms in the organization to obtain essential resources in its environment. To obtain these resources, organization attempt to find out acceptability and legitimacy in its environment.

Basically, institutional theory places organizations in the same category as other social institutions such as the family and political system. But, organization and institution is different when they are contrasted with the economic or bureaucratic model that vies organization as uniquely and formally rational instruments for the realization of clearly defined objectives. Once an organization is viewed as an institution, it takes on the sociological baggage that renders it less rational, less formal, and less single-mindedly goal directed. Calling organization "institution" means that they are not simply black boxes that produce goods and services but human organization driven by emotional and tradition. Viewing organizations as institutions means that organization have a history, a culture, a set of values, traditions, habits, routines, and interests (Jaffee, 2001).

Institutional theory is a theory that learn how organizations increase their capability for survive and growth in environment situation unpredictable and competitive through legitimacy by their stakeholders (Jones, 2004). According to Scott (2001), institution is "*institutions consist of cognitive, normative, and regulative structures and activities that provide stability and meaning to social behavior. Institutions are transported by various carriers –*

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*cultures, structures, and routines – and the operate at multiple levels of jurisdiction”.*

Based on definition above, three pillars of institutions that become base on them to obtain legitimacy from their environment i.e. cognitive pillar, normative pillar, and regulative pillar. Cognitive pillar involves symbols, believes, and social identities. Normative pillar involves obligations, norms, and social values. Regulative pillar involves rulers, laws, and sanctions (Jaffee, 2001; powers, 2001).

An institution find out legitimating, according to Mayer and Rowan (Jaffee, 2001), is required institutional isomorphism. Isomorphism is a single form or shape, anticipates a further theoretical argument of institutionalism theory focusing on the mechanisms that explain similarity among organizations within the same field or population. Isomorphism refers to these mechanisms such as mimetic, normative, and coercive.

Mimetic forces refer to the tendency for organizations to imitate the procedures and structures of those organizations that are exemplary models, carry high prestige, or have successfully adapted to the environment. Japanese management techniques are prime example.

Normative pressures operate to channel organizational behavior and procedures in appropriate, expected, and legitimate directions. The examples from higher education apply here.

Coercive mechanisms imply some formal consequences for failure to conform with particular operating procedures and structures. An example would be the regulatory requirements for industry.

This research is not focuses on shaping inter-organizational strategy, but it focuses on organizational capability as institution that develops cooperation with other organizations to democratic public service delivery. Therefore, institutional theory is powerful theory that explains institutional phenomena, such as Becerra (1999) stated that legitimacy and status of an organization depend on inter-organizational network.

#### **IV. Research Method**

##### **A. Location and Object of Research**

This research located in Makassar City and Research object is urban transportation service that implemented by Transportation Institution in Makassar City and others. Determining object of research based on considerations, such as: 1) city transportation service is essential public service, because they involves safety and fairness for citizens; and 2) Makassar City as metropolitan city has not shown transportation service that main concern to safety and fairness such as claim the Law No. 22/2009.

## **B. Research Design**

This research uses qualitative design and uses case study as its strategy. The second stage (of three stages), this research uses qualitative case study design and descriptive type of research.

## **C. Informants**

Determining informants in this research based on purposive sampling, - they have competency in relating with city transportation service delivery in Makassar City. They are:

1. Major of Makassar City
2. Officials in Transportation Institution in Makassar City
3. Members of Local Representative House (DPRD) in Makassar City
4. Members of NGOs in Makassar City
5. Citizen as users of urban transportation in Makassar City

## **D. Data Collection Techniques**

Data collections techniques use in this research are observation, in-depth interview, and documentations.

## **E. Data Processing and Analysis Techniques**

Data processing technique in this research is data reduction process and data analysis is case descriptive analysis.

## **V. Results and Discussion**

As mentioned before that the second stage of this research is to describe implementation of democratic public service (urban transportation) network in Makassar City. This study showed the implementation of democratic urban transportation services network in Makassar City has not been effective. This can be demonstrated through the dimensions of the concept, as follows:

### **1. Regulation**

Regulation is a code of conduct for stakeholders in related urban transportation in Makassar City. Based on the results of research, regulation has not been known by the users of public transportation in Makassar City. This is caused by there have not socialized Law. 22 of 2009 about Road Traffic and Transportation and Makassar Mayor's Decision No.551.05/938/Kep/XII/2009 on the Establishment of Traffic and Transportation Forum, so citizen as users not many know about

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the existence of this forum as a forum for discussing issues together relating to urban transportation issues in Makassar City. As a result, public transportation problems are still always the cases.

2. Commitment

Actually the Government of Makassar City has demonstrated its commitment to solve various problems in public transportation in Makassar City. This is indicated by the decision the Mayor of Makassar on Traffic and Transportation Forum and pilot project of traffic and transportation that called Pilot Area of Traffic Security, Safety, Order and Smooth (KAMSELTIBCAR LANTAS). But, their implementation had not yet shown a real commitment by implementers, because their presences in the Forum are more driven by the responsibility vertically, not by organizational commitment.

3. Resources

Resources are important factors in the network, approach particularly in terms of joint utilization their resources in the Forum which is formed. In this Forum, information as resources used together to produce a joint decision as KAMSELTIBCAR. However, at the level of policy implementation has not been realized joint utilization of resources relating to traffic and transportation in Makassar City.

4. Coordination

Coordination has not been done effectively, since the Forum as network-based organization's has not developed joint activities. It is also caused by the Forum has a dual management, namely **Assistant for Economic and Development and Social**, and **Assistant for Governance of Secretariat of Makassar City**.

5. Cooperation

There has been no cooperation with other institutions in the form of MoU by the Government of Makassar to overcome various resources problems in the field of transportation. It can be seen still many transportation facilities and infrastructure are not yet complete.

6. Collaboration

Collaboration with stakeholders in the field of transportation has been demonstrated by the Government of Makassar City, such as collaboration in policy making. This collaboration established pilot project concerning KAMSELTIBCAR LANTAS.

## 7. Participation

In the concept of democracy, community participation as stakeholders is important. However, determining policy such as KAMSELTIBCAR LANTAS that are not involved the community as users and city transportation drivers in Makassar City, so they did not understand it. As a result they did not feel take responsibility for the problem of public transportation in Makassar City.

## VI. Conclusion and Suggestion

### 1. Conclusion

Based on the description of the results and discussion above, that the implementation of democratic public services (urban transportation) networks in Makassar City has not been effective, because, 1) the regulation has not been socialized to the stakeholders in the Forum; 2) lack of commitment the stakeholders in implementing the Forum's Programs; 3) there have not been joint use of resources in the implementation of the Forum's programs; 4) each institutions at the Forum carried out their duties in accordance with agency's duties, 5) there have not been cooperation with other agencies to support the implementation of Forum's programs, 6) there have not been clear collaboration in the implementation of Forum's programs, and 7) there have not been all stakeholders participate in Forum activities.

### 2. Suggestion

In order to develop the science of public administration, this research require research development to find out what cause of there has not been effective implementation of democratic public service (urban transportation) network in Makassar City. Thus, this research will find out the model of democratic public service (urban transportation) network.

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